Connecting Practice

Phase II

Final Report

IUCN

ICOMOS

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1. Introduction

Following the successful model of the first phase of the Connecting Practice Project, IUCN and ICOMOS are delighted to share the results of the second phase of the Project. There is growing evidence that the 'divide' often observed between natural and cultural heritage is slowly but steadily closing. When we launched the project in 2013, Connecting Practice was one of the few international initiatives addressing this challenge. Since then, we have seen similar efforts spread all over the world. The Nature-Culture Journey, a subtheme co-sponsored by IUCN and ICOMOS at the IUCN World Conservation Congress (held in Hawai'i, United States in September 2016), featured over forty sessions focused on sharing experiences from all over the world as to how professionals and organisations are working towards defining new methods for a connected approach between natural and cultural heritage. Later this year, the Scientific Symposium that will take place during the 19th ICOMOS General Assembly, to be held in Delhi, India, in December, will also include a Culture-Nature Journey as one of its subthemes.

This report presents the results achieved, lessons learned and the challenges encountered in implementing the second phase of the project, which again received enormous interest from the heritage community. 'Connecting Practice' has become almost a brand in its own right, raising expectations of what could be achieved, but also posing the challenge of what it is possible to deliver. It has become a platform for innovation and the testing of new ideas, which can be used and sustained as a catalyst for change in other areas of the World Heritage system.

IUCN and ICOMOS are very grateful for The Christensen Fund's continuous support, which has enabled the implementation of the key activities of the project. We would also like to thank the Swiss Federal Office for the Environment (FOEN) for providing additional financial and technical resources at crucial moments of the project, and the significant in-kind support to the project through the efforts of site managers and stakeholders in Switzerland, Finland, South Africa, Lesotho and Hungary who participated so actively in the project activities, and whose work is the foundation of the results in this report.

1.1 Overview of the Connecting Practice Project and objectives of the second phase

The Connecting Practice project aims to explore, learn and create new methods of recognition and support for the interconnected character of the natural, cultural and social value of highly significant land and seascapes and affiliated biocultural practices. The project is a joint initiative between IUCN (the International Union for Conservation of Nature) and ICOMOS (International Council on Monuments and Sites), providing the opportunity for influencing a shift in conceptual and practical arrangements for the consideration of culture and nature within the implementation of the World Heritage Convention.

Following the successful model of the first phase of Connecting Practice, this second phase translated lessons learned into practical interventions by:

a. exploring, defining and adapting management effectiveness methodologies that apply to both cultural and natural sites and recognize the interconnected biocultural character of their natural, cultural and social values; and

b. strengthening policy frameworks and management arrangements for the protection of highly significant landscapes and seascapes that will achieve a more genuinely integrated consideration of natural and cultural heritage.

At the same time, by influencing a larger discussion and collaboration of IUCN, ICOMOS and a range of partners – in particular via joint activities and presentations in international forums – the project helped raise awareness that natural and cultural heritage are closely interconnected in most landscapes and seascapes, and that effective and lasting conservation of such places depends on better integration of philosophies and procedures regarding their governance and management.

Rock art
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Examining the property's boundaries
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Herding sheep
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1.2 How lessons learned from the first phase influenced the project design of the second phase

In the final report of the first phase of the project, IUCN and ICOMOS noted three areas where work could be done differently if the project were to continue: first, to have more time and resources to prepare for the fieldwork; second, to have longer site visits and planning timelines; and third, to provide more support to the State Party partners involved in the work, and over a longer period of time to ensure that the work has tangible benefit to the sites themselves. Lessons learned in relation to these areas deeply influenced how the second phase of the project was designed.

Discussions in the field, Hortobágy
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Instead of using three case studies, as was the case in the first phase of the project, IUCN and ICOMOS decided to work with only two case studies in the second phase to allow more direct involvement with the selected sites, permitting two fieldwork visits per site. The case studies selected were the Hortobágy National Park – the Puszta (Hungary), and the Maloti-Drakensburg Park (South Africa/Lesotho). In addition, IUCN and ICOMOS sought to provide more support to the hosting countries in order to ensure that fieldwork could be of tangible benefit to the sites themselves instead of only being useful for the 'take-away' learning outcomes. Towards this goal, site managers of the case studies identified and selected a management challenge to be explored in each of the fieldwork visits, which was then included as part of the Terms of Reference for the visits.

Hortobágy landscape
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Drakensberg mountains
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Meeting with stakeholders, Lesotho
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IUCN and ICOMOS also aimed to translate any conceptual shifts resulting from the project into practical arrangements that could result in more effective conservation outcomes. For this reason, the second phase of the project was designed around a strong management element, and its main objectives reflected this. Fieldwork remained as the key component of the project and, as in the first phase, was structured as a learning exercise. However, this time, in addition to gathering a better understanding of the interconnected character of the natural, cultural and social values of the properties used as case studies, IUCN and ICOMOS explored how such an understanding could help strengthen policy frameworks and management arrangements.

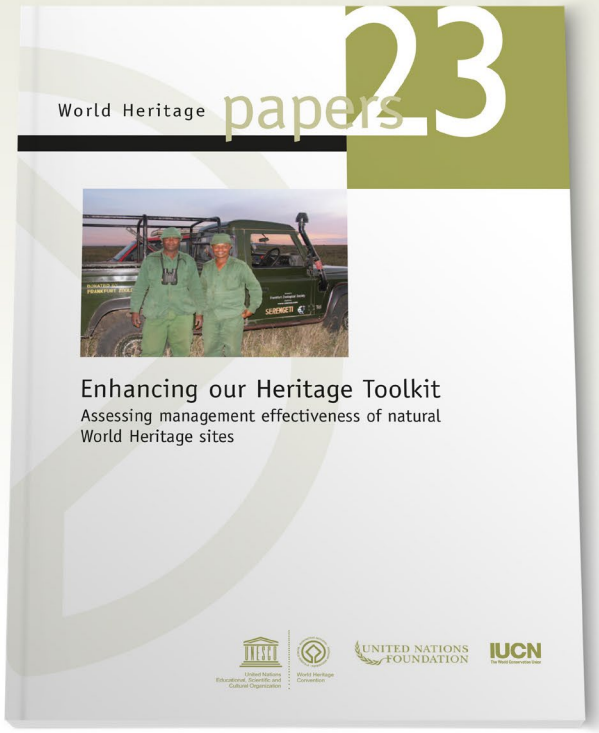
IUCN and ICOMOS also confirmed the need for practical strategies in order to deliver an interconnected approach to natural and cultural heritage within the implementation of the World Heritage Convention. This would include adapting existing tools and guidance that currently promote different approaches to natural and cultural heritage, and encouraging a common approach to all World Heritage properties. While developing a single resource manual for management of World Heritage properties remains a long-term goal, IUCN and ICOMOS decided to first focus on adapting existing management effectiveness methodologies, in particular the Enhancing Our Heritage (EpH) Toolkit (UNESCO, 2008). Management effectiveness is a well-established discipline in nature conservation, but the cultural heritage field has yet to adopt a standardised practice or framework for carrying out similar assessments. For years, this has been considered one of the key priorities for joint work. Therefore, taking advantage of Connecting Practice as a testing platform for initiatives, IUCN and ICOMOS decided to explore the possibility of adapting the Toolkit with the objective that, if its potential was confirmed as useful, further developments could be pursued through other programmes within the World Heritage system.

2. Summary of project activities

This section presents an overview of the work carried out to achieve the objectives of the project. The individual reports of the fieldwork undertaken are included in the Annexes as two separate case studies.

2.1 Exploring how to adapt existing management effectiveness methodologies for all World Heritage Properties

Among various methods for assessing management effectiveness, the adaptation of the Enhancing our Heritage Toolkit (EoH) was seen as the main priority. This Toolkit has been designed specifically for natural World Heritage Sites; however, there is no equivalent for cultural sites, which comprise over seventy-five per cent of the properties on the World Heritage List. Moreover, each year the World Heritage Committee examines the State of Conservation of properties (SoC)



considered under threat. Since 2000, an average of 147 SoC reports have been discussed per year. A statistical analysis published in 2014 showed that management and institutional factors are the most often identified issues in SoC reports, affecting 77% of the properties considered (UNESCO World Heritage Centre 2014: 16). Of these, cultural properties are particularly affected, with 92% of the SoC reports referring to inappropriate management activities, 77% involving legal framework issues, and 65% related to management systems/management plans issues (ibid: 20).

Mindful of potential challenges, IUCN and ICOMOS sought first to collect experiences and lessons learned from countries like Finland, which had applied the EoH Toolkit to their natural and cultural World Heritage sites in a pilot project between 2010 and 2011. Since that process was never fully documented, IUCN and ICOMOS held a meeting in Helsinki in June 2016 to compile lessons learned from that experience.

Finland's experience was extremely encouraging, and offered a good basis for IUCN and ICOMOS to start exploring potential revisions to the Toolkit in order to inform further implementation of this portion of the Connecting Practice project. It served not only as a basis for the discussions of the working group meeting held in October 2016, but it also deeply influenced how IUCN and ICOMOS structured the preliminary testing phase carried out in Switzerland between October 2016 and March 2017.

To explore ideas on the potential adaptation of the EoH Toolkit to apply to all World Heritage properties, IUCN and ICOMOS brought together a group of professionals from all over the world for a two-day meeting at IUCN Headquarters (Gland, Switzerland) in October 2016. It involved participants who had contributed to the development of the EoH Toolkit, representatives of different organizations working with World Heritage, as well as professionals who had been involved in the development of the Periodic Reporting Questionnaires (which were designed taking into consideration the EoH Toolkit). As a result of this meeting, the working group adapted some of the tools included in the Toolkit so that they were more comprehensive for cultural heritage properties, in order to use these tools as the basis for the testing phase in World Heritage properties in Switzerland.

For this testing phase, IUCN and ICOMOS teamed up with the Swiss Federal Office for the Environment to bring together site managers for two training workshops on the implementation of the EoH Toolkit. While initially the plan was to test the revised tools at only two sites, based on the feedback from Finland's use of EoH, it was decided that working with all World Heritage sites in Switzerland would lead to better results. Following a first workshop (October 2016)

where participants were introduced to the concept of management effectiveness, the overall principles of the EoH Toolkit and the revised tools, participants were asked to test some of those tools at their individual sites. Findings presented in a second workshop (March 2017) showed that changes to the tools added complexity, not because of specific different requirements for cultural heritage sites, but rather due to conceptual changes introduced in the World Heritage system after the creation of the Toolkit.

Overall, IUCN and ICOMOS' analysis of this preliminary work of adapting the EoH Toolkit to apply to all properties confirms this initiative is welcomed and needed. Both Finland's and Switzerland's experiences, as well as discussions amongst the working group, stressed that the current overall framework seems to be neutral enough to be applied to all properties, and that potential changes could focus on adapting the individual tools. While the results are very promising, further and more in-depth testing and research is needed in order to fully consider how to adapt the EoH to apply to all properties. The feasibility of applying the Toolkit to cultural properties, and the revised tools in particular, can only be truly tested when they are applied as part of full management effectiveness assessments. IUCN and ICOMOS are therefore extremely pleased that this preliminary work will be continued by the IUCN Regional Office for Mesoamerica in carrying out assessments in the mixed sites of Tikal (Guatemala) and Calakmul (Mexico).

A full report on the implementation of the activities related to this part of the project can be found in Annex 2.

2.2 Fieldwork in selected World Heritage properties

As in the first phase of the project, implementing the two field-based activities constituted the main part of the project work. The case studies selected were the Hortobágy National Park – the Puszta (Hungary), designated as a cultural landscape, and the Maloti-Drakensberg Park (South Africa/Lesotho), which is a mixed property. IUCN and ICOMOS chose a cultural landscape and a mixed property, as they are the two existing categories that recognize the interactions between nature and culture under the World Heritage system.

Similar Terms of Reference were used in both case studies to create a common reference to allow a better comparison of results. As mentioned in section 1.2, site managers were also asked to identify a management challenge to be included as part of the Terms of Reference. Building on the lessons learned from the first phase, this was seen as a way for IUCN and ICOMOS to provide more support to the hosting countries and ensure that fieldwork could be of tangible benefit to the sites themselves. In the case of Hortobágy National Park, Hungary chose to work on collective grazing practices and vocational training of herdsmen. This included exploring how contemporary land use systems, agricultural practices, and incentives (including the European Union funding) affect traditional collective grazing practices. It also considered how traditional knowledge and practices contribute to the significance and conservation of the landscape, how

these concepts are being maintained and transmitted, and capacity building activities that could be developed to address potential needs. In the case of the Maloti-Drakensberg Park, South Africa identified the engagement and benefit sharing of conservation with local communities as one of their main management challenges. It focused on exploring how to support the efforts of Ezemvelo KwaZulu-Natal Wildlife, which is a juristic entity for the management of nature conservation, to promote equity and benefit sharing from the management of the property for local communities, particularly through their Community Levy Fund.

The fieldwork reports of the two case studies are included in Annexes 3 and 4.

3. Good practices and lessons learned from project implementation

The second phase of the project built extensively on lessons learned from the first phase. Logistics were dealt with much more efficiently, allowing the focus to be on improving the quality of the interventions.

3.1 Challenges encountered and actions taken to address them

The selection of case studies took into consideration lesson learned from the first phase in terms of location, accessibility, costs and logistical support needed. IUCN and ICOMOS also sought support from partners in the region in identifying the case studies. Unfortunately, one of the case studies initially selected had to be cancelled over political uncertainty in the country, and IUCN and ICOMOS are extremely grateful to the colleagues in Hungary, who agreed to join Phase II of Connecting Practice quite late in the project. In the case of South Africa and Lesotho, the transboundary nature of the property also complicated the process, for despite several attempts to visit both countries during the first visit, it was not possible to visit Lesotho.

In assembling the teams, IUCN and ICOMOS tried to select members who had been previously involved with Connecting Practice as well as newcomers to the project. Identifying people with the right set of skills, good knowledge of the World Heritage system, and the necessary motivation is a continuing challenge, and it is clear there is a need to expand the network of professionals who can contribute to this type of work, with some training potentially being required. As the fieldwork consisted of two visits per site during this phase, IUCN and ICOMOS tried to maintain the same teams throughout the fieldwork, but this was not always possible. As the project coordinator participated in the field visits, this helped maintaining the coherence of the work carried out through the fieldwork, even if different team members were involved. The project coordinator also helped draft the reports of the fieldwork and assumed an editing role,

which proved extremely helpful. Writing a jointly agreed report, involving an interdisciplinary team remains a challenge, so the involvement of a project coordinator on the ground, ensured coherence between the different fieldwork reports, and a common adherence to the overall objectives of the project. In addition, the project coordinator assumed an intermediary role to address different views that arose among the team members during the fieldwork. The project coordinator was also responsible for handling the logistics while in the field, allowing the other team members to focus on the content.

Final Connecting Practice meeting
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Oscar Mthimkhulu gives a presentation on the Maloti-Drakensberg Park
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Participants of the Final Connecting Practice meeting
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3.2 What worked well

As previously outlined, involving the project coordinator in the field visits worked very well and having two visits per site was extremely valuable for the following reasons:

i. Two visits allowed for further clarification of positions and any misunderstandings especially in regard to the complex governance and management arrangements present at both of the sites;

ii. The inclusion of a second visit allowed time for reflection and further exchange between visits, which strengthened some of the findings. For example, in the case study in Hungary, the team tried to build an understanding of the interconnections between the values that supported the inscription, other significant values of the sites, and the attributes that convey those values. This proved to be a very challenging exercise, requiring months of exchange.

iii. This longer timeframe allowed the teams to get to become better acquainted and to strengthen a collaborative relationship with the sites, supporting the idea of the fieldwork as a learning experience. In the final meeting of the project, the site managers of the case studies highlighted this collaborative approach as one of the main benefits of the fieldwork.

Incorporating a similar approach to ICOMOS and IUCN's advisory work on nominations and reactive monitoring could be beneficial. Missions related to these processes are often perceived to follow a top-down approach, with field visits feeling more like an inspection rather than an opportunity to work together.

Sehlabathebe Camp
©2017 Aron Mazel

Roebuck, Maloti-Drakensberg Park
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Colleagues from Sehlabathebe National Park
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Incorporating a management challenge identified by the hosting country as part of the Terms of Reference for the fieldwork also worked very well. This strengthened the purpose of the case studies and provided a stronger involvement with the management teams since it led to very honest discussions about the challenges they face in protecting these sites. The site managers also highlighted this as one of the positive results of the project in the final meeting of the project.

Strengthening the composition of the teams involved with the fieldwork is another aspect that led to better results. The first phase of the project focused on promoting exchange among team members representing IUCN and ICOMOS, as well as between the team members and local colleagues. The second phase took this further by creating a one-team approach. Involving different levels of the World Heritage system (international, national and local), proved particularly important as it contributed to a better understanding of the governance and management system in place at all levels. For instance, the team for the fieldwork in South Africa/Lesotho was composed of the coordinator of the project, one professional with expertise on biodiversity (who had been involved in the fieldwork in Ethiopia in the first phase), one professional with expertise on rock art, one professional with expertise on the legal and institutional frameworks of South Africa (who was involved in the inceptions and concluding expert meetings of the first phase of the project), one representative of the Department of Environmental Affairs of South Africa (the management authority for the site at the national level), one representative from the African World Heritage Fund (who had been involved in the development of the Tourism Strategy for the site), the site manager of the component part of the property in South Africa, and the site manager of the component part of the property in Lesotho. In addition, several other colleagues from the management authorities joined the team throughout the visits.

To strengthen the idea of a one-team approach, all team members were involved in developing the Terms of Reference and the programme for the visit, and worked together when writing the report of the fieldwork. This reinforced mutual support among team members and led to a greater sense of accomplishment.

Regarding the work carried out in relation to the adaptation of management effectiveness methodologies, the inclusion of all the World Heritage sites in Switzerland in the training and testing phase was also seen as extremely positive. These events created a forum where, for the first time, site managers had the opportunity to work together and learn from each other's experiences.

3.3 Summarizing lessons learned

The fundamental use of lessons learned is to achieve continuous improvement. As mentioned before, the second phase of the project translated lessons learned from the first phase into practical interventions, and so there is a need to analyse if those lessons were put to good use. At the same time, those lessons were used to innovate in other areas, generating additional experience. Documenting this body of knowledge is important to increase effectiveness, improve work processes and decision-making, and enable positive change in future phases of the project.

a) Fieldwork visits

Based on lessons learned from the first phase, several changes were introduced when preparing and implementing the fieldwork visits, resulting in positive outcomes:

i. the planning period was extended to allow more time to prepare the visits and deal with institutional formalities, which enabled the teams to spend more time visiting the sites and interacting directly with the management authorities;

ii. the teams included representatives of the national authorities, reinforcing links between all institutional levels and limiting the time spent in formal meetings at the beginning of the visits;

iii. the draft programme for the visits was developed initially by the project coordinator in collaboration with the site manager to define early on what logistical arrangements were needed, what kind of support could be provided by the hosting countries and budget appropriately for what had to be covered directly by the project. Once this initial draft had been agreed upon, it was circulated to all other team members to gather their input. A final version was only adopted once all team members agreed with the schedule and content

proposed. The development of the programme also involved more in-depth discussions about interactions with different stakeholders, as this was an aspect that in the first phase was left almost entirely to be decided by the hosting countries and did not always had a direct link with the objectives of the fieldwork;

iv. two additional days of meetings were added at the beginning and end of the site visits. The first day allowed for the management authorities to present key aspects of the governance and management system as well as an overview of their activities. It also facilitated the team's interaction with a larger number of professionals involved with the conservation of the property and sometimes representing different institutions. The additional day at the end of the visits enabled the teams to exchange views about their findings and discuss key aspects of the Terms of Reference and how to write the report. During the second visits to the properties, this last day of meetings involved discussions with a wider range of stakeholders. In the case of Hungary, a meeting was organised at the Ministry of Agriculture, providing a forum where a working group of World Heritage site managers could interact with the Connecting Practice team to gain a better understanding of the work being done at Hortobágy, and how such work could potentially provide a positive example for other Hungarian sites. In Maloti-Drakensberg, the team discussed some of the main findings of the fieldwork with the colleagues of Sehlabathebe National Park after their visit to this part of the property and in addition held a final meeting with representatives of the larger institutional structure of Ezemvelo working in the planning, legal and scientific services.

v. a longer preparatory period also allowed collecting more information about the properties prior to the visits and making that information available to team members in advance. However, language played an important role. In the case of Maloti-Drakensberg Park, all documents were available in English greatly facilitating access to information. In Hungary, only some information was available in English. This confirms that access to information is highly dependent on the ability of the team members to understand the language of the hosting country. Language issues were raised only briefly in the first phase of the project, when it was suggested to identify team members that can speak local languages in order to facilitate interaction with local stakeholders. This might prove difficult given that the network of professionals with the right skills to do this type of work is still limited. Translation is possible in some circumstances, but not in others due to the limited resources available. Therefore, this needs to be taken into consideration in the future, as it will influence (and limit) the selection of case studies.

vi. the choice to work with only two sites but to allow two visits per site was positive overall. Initially the second visit was intended as a follow-up, after a six-month implementation period of the findings from the first visit and recommendations agreed upon by the team members. This was envisioned to consolidate the support given to the property and ensure that lessons learned translated into practical interventions. However, implementation proved more difficult than expected, requiring multiple adjustments. In both case studies the teams

struggled to write some of their findings, particularly regarding the interconnected character of the cultural and natural values of the property. The first drafts of the reports were mostly descriptive rather than analytical, requiring several rounds of revisions and prolonging the timeframe considerably. In addition, as previously mentioned, obtaining a comprehensive understanding of the governance and management system of the selected properties proved difficult as well. For these reasons, second visits became opportunities to fill lacunas from the first visits and consolidate findings.

vii. difficulties in writing the reports were also partly due to the fact that more people were involved. While in the first phase the reports were written by the representatives of IUCN and ICOMOS and then sent for comments to colleagues from the hosting country, in this phase colleagues from the national and local authorities were actively involved in writing the reports. Overall, this produced better final results but was very time consuming and should be reconsidered in a potential third phase of the project. While gathering input from all team members is important, having them actively participate in writing the report might not be the best approach, particularly as this needs to be done at a distance and by email exchange. Instead, adding one additional day for discussions at the end of each visit could prove beneficial, and the addition of further time to structure findings as a team could be considered for future work. Additionally, the inclusion of an individual recognized for his/her writing skills could be beneficial, as their role could be to draft the report and then circulate to the rest of the team members for comments.

Rock art
©2017 Aron Mazel

Lunch at Hortobágy
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Trying the local food in Hortobágy
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b) Assessing the interconnected character of the natural, cultural and social values of properties

One of the key elements of Connecting Practice is the assessment of the interconnected character of the natural, cultural and social values of the properties selected as case studies. In the first phase of the project, findings from the case studies showed that properties possessed a wider range of values than had been recognised when the property was inscribed on the

World Heritage List. This led some of the teams to question how the properties were inscribed and if a re-nomination should be considered. Therefore, IUCN and ICOMOS were interested in exploring the possibility of following a values assessment approach that would build on the reasons for the inscription and provide both a deeper understanding and better comprehension of the overall significance and richness of the properties. Hence, teams in the second phase were asked to explore the relationships between the values that supported the inscription with other significant cultural and natural values of the properties.

As the fieldwork reports included in Annexes 3 and 4 show, both teams followed a slightly different approach due to the type of property they were working with. In the case of Hortobágy, the property is inscribed as a cultural landscape, but at the national level the property is designated as a national park for its natural values. As a cultural landscape, the property is considered the combined work of humans and nature but is inscribed on the List under cultural criteria only, implying that its natural values are not fully recognised. The team tried to articulate the broader interconnected character of the cultural, natural and social values of the property by attempting to map how different attributes express different values. In the case of the Maloti-Drakensberg Park, it was inscribed as a mixed property and so the team began by exploring the relationship between the natural and cultural values that supported the inscription before they considered the relationship that these values had with other significant values of the property.

Lessons learned from both case studies proved quite complementary. In Hortobágy, the multiple values of the property are very closely interrelated and many attributes convey several values, which meant that untangling the different values was quite complex. In addition, it is the cultural systems and, in particular, the biocultural practices associated with pastoral grazing that have shaped, and continue to shape, this cultural landscape while also sustaining many of those values. In the Maloti-Drakensberg, initially the natural and cultural values that supported the inscription may seem unrelated; however a more in-depth assessment highlighted some of the ways in which those values that supported the inscription are, in fact, integrated and co-dependent. There are also strong interconnections between the values that supported the inscription and other significant values for which the property is actually managed for, like water production.

Overall, both case studies showed that while the inscription process emphasized certain values, the properties have a range of other values that need to be equally considered. The inscription on the World Heritage List should not be interpreted as excluding these other values. Like any other designation scheme, it is based on specific criteria that favour certain values. At the national level, the significance of these properties was also established as part of designation processes that equally favour a specific set of values. For instance, nationally, the legal status of the Hortobágy National Park is that of a natural park whose function is mainly to protect and maintain its natural values, even if the designation makes certain references to its cultural values and the traditional way of life of the plains. The cases studies show that instead of overemphasizing the shortcomings of different designations it is possible to use it as a basis to develop integrated approaches that recognise the overall significance of those properties.

In addition, findings suggest that focusing on the interconnections between values creates a deeper understanding of the totality of the property that goes beyond the sum of its individual parts.

That is why is so important to link these more genuinely integrated considerations of the cultural and natural values of properties with their governance and management systems. A values-based management approach requires a deeper understanding of all the values of a property, as well as a comprehensive consideration of the impacts that certain actions, focusing on the conservation of only part of those values or specific tangible resources, can have on a property's overall significance. Because all heritage properties have a multiplicity of values, it is crucial to develop management approaches that recognise and protect that overall significance and overcome potential shortcomings that certain designations or listing processes might generate. However, this does not mean that it will always be possible to protect all of the values equally at all times. In certain circumstances, it might be necessary to set priorities among different values while continuing to maintain an understanding of the whole property, otherwise there is a risk that those decisions will have unintended consequences.

c) Assessing how to strengthen governance and management arrangements that will achieve a more genuinely integrated consideration of natural and cultural heritage

To ensure that the values of a property are sustained for the future, it is necessary to actively and effectively manage that property. Assessment of values in and of itself is insufficient unless those values are associated with management objectives which determine what is to be achieved over time, and translated into work programmes through planning processes intended to achieve desired outcomes. Management is therefore about what is done in pursuit of given objectives and the means and actions taken to achieve such objectives (Borrini-Feyerabend et al. 2013: 11). Governance, on the other hand, is about who decides what those objectives are, what to do to pursue them and with what means, and how those decisions are taken (ibid). As these definitions outline, governance and management are related, but are overall different concepts.

Until recently, governance and management were not distinguished as separate concepts and, under the World Heritage system, they still are not. The latest version of the Operational Guidelines (dating from 2016) makes no reference to governance. As this concept is becoming increasingly important in the field of protected areas, IUCN and ICOMOS decided to explore how to use it, and distinguish it from management, in the fieldwork of the second phase of the project. Therefore, the main terms of reference for the fieldwork that remained common for both case studies were structured around two elements:

i. The interconnected character of the natural, cultural and social values of the property and affiliated biocultural practices; and

ii. The governance and management systems of the property

The methodological approaches and lessons learned related to the interconnected character of the natural, cultural and social values of the property, and affiliated biocultural practices were discussed in the previous section. As for the work carried out in relation to governance and management systems, IUCN and ICOMOS were not only interested in assessing them per se, but had as a main objective, to explore how those systems could be strengthened in order to achieve a more genuinely integrated consideration of the natural and cultural values of the properties used as case studies. Therefore, the findings related to interconnected character of the natural, cultural and social values of the property needed to feed into the work carried out when assessing the governance and management system.

Hungarian Grey Cattle
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Meeting with representatives of local communities, Sehlabathebe National Park, Lesotho
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Museum at Hortobágy
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The logical order should have been to first carry out the assessment of values and understand the interconnections between the different values and then to assess the governance and management systems. Given the short duration of the field visits, both assessments had to be carried out simultaneously, which proved challenging. Again, second visits provided the answer.

The governance of the Hortobágy National Park – the Puszta, involves a wide range of institutions, government departments and organizations, making it quite a complex system, particularly in regard to the relationships between the site and national institutions. As a national park, Hortobágy was initially mainly managed for its natural values, although some consideration was given to the cultural dimension. When the property was inscribed on the World Heritage List as a cultural landscape, the Hortobágy National Park Directorate (HNPD), as the primary managing body of the national park at the time, was made responsible for implementing the requirements that derive from the various designations. The property is also designated as a Ramsar site and part of the Natura 2000 network of the European Union. HNPD's appointment is not in perpetuity, however, as its mandate is only legally determined for a period of seven years, at which point it can be extended.

While the HNPD strives to manage the complexity of natural, cultural and socio-cultural values recognised under the different designations, institutionally it is still focused on natural heritage and there is, unfortunately, a shortage of capacity and resources to manage the cultural and social dimensions at an optimal level. In addition, the HNPD functions as a peripheral body to the Ministry of Agriculture which is responsible for a range of functions, including environmental protection and sustainable management of natural resources. The overall responsibility for World Heritage properties in Hungary lies with the Ministry of the Prime Minister's Office, which is outlined under the ACT LXXVII of 2011, a legal document developed to effectively implement the World Heritage Convention in Hungary.

Given the complexity of these different arrangements, further coordination and cooperation between state and local administrative bodies is needed. Colleagues from the HNPD have expressed the hope that the work done with the Connecting Practice project, and the final fieldwork, will be valuable as a working document to encourage the interaction of stakeholders and to increase collaboration between the natural and cultural sectors.

In the case of the uKhahlamba-Drakensberg Park, the component part of Maloti-Drakensberg in South Africa, it became clear from the first visit that the governance and management systems in place contribute to the divide between natural and cultural heritage. The management authority for this part of the property is Ezemvelo KZN Wildlife. Prior to the inscription, Ezemvelo was already responsible for managing the Park however when the Park was inscribed as a mixed property in 2000, Ezemvelo accumulated additional responsibilities for managing the cultural heritage. Since the organisation does not have the institutional and professional capacity to do so, it entered in an agreement with Amafa AkwaZulu-Natali, a provincial heritage agency, to provide support for cultural heritage management. Initially this agreement was seen as temporary, until Ezemvelo could build its own capacity to take over the main responsibility for managing the cultural heritage as well. Over the years the situation improved however the underlying causes persist and bridging the existing legal and institutional barriers is very difficult.

When the team discussed these issues during the first visit, it was clear that changing the status quo would not be possible. After gathering a better understanding of the situation, particularly during the second visit, the team realised that the way forward was through strengthening those institutional arrangements rather than try to change it. Mr. Oscar Mthimkhulu, the South African site manager of the property, was instrumental in this process. Based on the discussions and reflections about the interconnected character of the natural and cultural values of the property, he proposed to do it through the revision of the management plan. As expressed in his own words:

Being part of the Connecting Practice offered us a unique opportunity to realise a need to develop one all-encompassing and "genuine" Integrated Management Plan (IMP) for the Park which will allocate equal significance and equal status to both the natural and cultural values of the Park. The Park will then be managed using one plan, which seeks to align natural and cultural values and also incorporate the inherent social values. Previously, the Integrated Management Plan was

implemented as an overarching management plan, and the Cultural Heritage Plan operated as a subsidiary operational plan. Essentially, this approach was imbalanced and did not equally promote and protect all the values that the site encompasses. The former approach was conflicted theoretically although it may have thrived and balanced in practice (Mthimkhulu, personal communication).

IUCN and ICOMOS were thrilled with this outcome of the project.

Lessons learned from both case studies related to governance and management can be summarized as follows:

i. governance is a concept that continues to evolve and there is a wealth of initiatives being developed by IUCN and other partners that should be explored further in order to inform how the concept could be brought into the World Heritage system. The work done through the second phase of Connecting Practice project in relation to governance is only a first step towards introducing the concept into the practices of ICOMOS' and IUCN's World Heritage Programmes and highlighting differences between this concept and management.

ii. addressing institutional barriers is crucial to deliver a fully integrated approach to considering natural and cultural heritage under the World Heritage Convention. This implies tackling organisational histories and interests, decision-making processes as well as instruments used to exercise authority. Any potential shifts in how cultural and natural heritage are currently conceptualised will fail to realise their full potential unless they are developed in parallel with efforts to overcome those institutional barriers. This is an area that deserves further study if we are to truly bridge the 'divide' between natural and cultural heritage;

iii. strengthening governance and management arrangements that will achieve a holistic consideration of natural and cultural heritage of a site requires professional and institutional capacity to do so. Cultural and natural heritage still apply different disciplinary theories and methods, which may lead to very different ways of thinking about a topic. In addition, cultural and natural heritage institutions tend to primarily employ personnel with expertise in disciplines related to their field. As a result, institutions often lack the necessary skills to apply integrated approaches to cultural and natural heritage. Engaging with other disciplines requires additional human capital and resources; without a clear understanding of the benefits that this might bring to the institutions, it might not be considered as a priority, particularly when financial resources are limited.

d) Adapting management effectiveness methodologies that apply to all World Heritage properties

Although governance is increasingly at the centre of protected areas analysis and is, to some extent, shifting the focus from management effectiveness, the assessment as to how well World Heritage properties are protecting and maintaining the values for which those properties were

inscribed on the World Heritage List remains crucial – particularly considering the challenges related to management issues in State of Conservation (SoC) reports mentioned in section 2.1. At the same time, as mentioned in the previous section, one of the challenges in delivering an integrated approach to considering natural and cultural heritage relates to the fact that both fields continue to apply different disciplinary theories and methods. The efforts of IUCN and ICOMOS to adapt the EoH Toolkit to apply to all World Heritage properties addressed both these needs: to provide guidance on management effectiveness for cultural properties, and to streamline advice on how to better integrate natural and cultural heritage. After compiling lessons learned from Finland's experience in applying the Toolkit to cultural properties, the crucial question was no longer 'if to adapt' the Toolkit but 'how to adapt'.

The revision of some of the tools that make up the EoH Toolkit combined with the findings from the testing phase in Switzerland, provide the most valuable lessons learned in relation to this part of the Connecting Practice project, namely:

i. the overall framework included in the EoH Toolkit – based on the original WCPA management effectiveness framework, and structured around context, planning, inputs, processes, outputs and outcomes – offers a logical guide to develop assessment systems regardless of heritage typologies, be it natural, cultural or mixed properties. At first, one of the concerns was that the framework would not be suitable for cultural properties as, more often than not, multiple management authorities manage these properties, which contrasts to what is sometimes perceived to apply to natural protected areas, where a single management entity is appointed to manage the area. However, natural World Heritage properties are increasingly complex as well, with transboundary properties requiring shared governance systems (as is the case of Maloti-Drakensberg Park) and serial properties requiring the articulation of management systems for several protected areas. Both categories are on the rise, hence any potential changes would not be solely determined by the specific needs of cultural properties.

Rock formations in Lesotho
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Birds in flight - Hortobágy
©2016 Letícia Leitão

Sehlabathebe National Park
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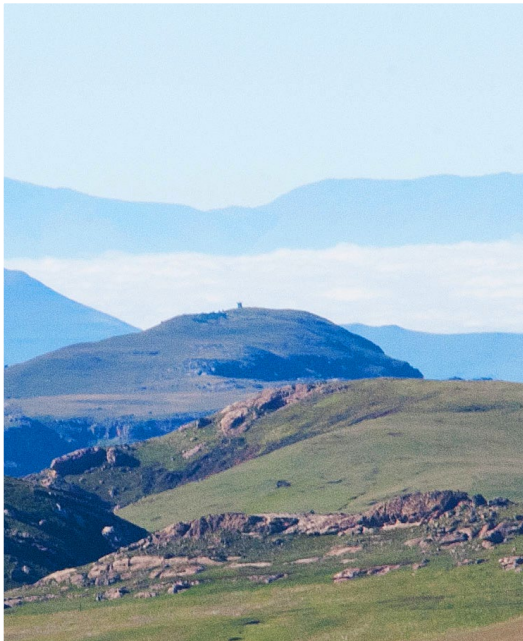

ii. as a toolkit, EoH is by default adaptable, which augments it's potential to be used for cultural properties. Managers can decide to use all the tools or select relevant ones to supplement existing monitoring and evaluation processes. Tools can (and should) also be adapted to the type of property being assessed and to local situations. In addition, the scale and detail of the assessment can vary depending on resources available. Finland's and Switzerland's experiences confirm the adaptability of the Toolkit to quite different circumstances, since both countries used it as a support towards the development of management plans, an aspect for which the Toolkit was not originally intended for.

iii. the concept of 'values' is central to management effectiveness assessments and is equally important to natural and cultural heritage, therefore offering a solid foundation to build upon when adapting the Toolkit. In the Toolkit, values are the basis of the context assessment (the first of the six elements of the management effectiveness framework: context, planning, inputs, processes, outputs and outcomes) as management objectives will be defined to protect the values identified and consequently the evaluation of management outcomes will be determined in relation to how well those values are maintained. However, since the Toolkit was developed another important concept has acquired central stage: that of attributes. Values are culturally constructed meanings or qualities ascribed by humans to an object, feature, place or landscape therefore they exist only in humans' minds. Heritage properties convey those values through attributes, which can be physical elements, features or processes, as well as relationships between elements. However this distinction is not explicit in the current version of the EoH Toolkit, and some of the guidance still uses both concepts interchangeably. Therefore, revisions suggested to Tool 1 on 'Identifying site values and management objectives' introduced this distinction between values and attributes. Although this will add some complexity to the Tool, as the working group pointed out when proposing such change, this distinction will help clarifying that management objectives need to be defined in relation to values whereas management actions (and the subsequent identification of indicators) need to be determined in relation to the attributes. This is also particularly important given that some attributes can convey more than one type of value.

iv. the EoH Toolkit is recognised as one of the most comprehensive management effectiveness frameworks and therefore its adaptation to cultural sites would build on a definitive framework which managers can use at their sites with confidence. It would also result in a more consistent measurement of success, as well as identifying areas requiring future work. Although this combined framework is not yet in place, work done by the Connecting Practice project is instrumental for future developments, and represents an important step towards a more collaborative understanding of nature and culture at all World Heritage sites. Although there has been increased effort in the past years to provide guidance that does not differentiate between the two fields (as in the case of the resource manual on Preparing World Heritage Nominations), more work needs to be done. Exploring how to adapt existing methodologies and processes can be more cost effective than developing new ones, particularly if the goal is to address gaps in practice between the natural and cultural heritage fields.

e) Communicating the project in relevant internal and external forums

When the project was launched in 2013, few activities existed for exploring relationships between nature and culture within the World Heritage system. Although work in this area has grown exponentially in the past few years, further collaboration and emphasis on the interrelationships of natural, cultural and social values at sites is still required. To promote wider discussions within the heritage community, IUCN and ICOMOS have continued sharing the activities and results of the project at relevant internal and external forums in order to influence international policy. As previously mentioned, the Connecting Practice project was part of The World Heritage & Nature-Culture Journey in 2016, a subtheme of the IUCN World Conservation Congress, which featured over 40 events prepared by international experts and organizations. Inspired by the discussions and exchanges of the Journey, the participants adopted a joint statement of commitments: "Mālama Honua– to care for our island Earth" (IUCN, 2006). Building on this momentum, the Scientific Symposium of the next ICOMOS General Assembly (to be held in Delhi, India, in December 2017) will also include a Culture-Nature Journey.

The project was also presented at various other international forums, including: the 7th Annual Conference on Heritage Issues in Contemporary Society held in Prague, Czech Republic in May 2016; a workshop held in Bohicon-Abomey, Benin in March 2017 which focused on the collaboration of local communities for management of cultural World Heritage sites; and a presentation made to ICOMOS France in March 2017 for the interaction of heritage sites, landscapes and spaces. The fieldwork in South Africa was also implemented with the support of the African World Heritage Fund, with the objective that regional partners start incorporating some of the Connecting Practice principles in their own activities.

Sharing the experiences of Connecting Practice at multiple international forums not only contributes to the growing body of knowledge being generated on the interconnectedness between natural, cultural and social values in most landscapes and seascapes, but also expands the reach of these important concepts beyond the World Heritage system. The importance of continuing to explore ways in which to collaborate with other interested organizations and institutions can not be overstated, for by broadening the networks between nature and culture practices, and by strengthening programs like Connecting Practice, we are able to increase its profile and expand its reach and appeal to a global audience

4. Achievement of project objectives and goals for a potential third phase of Connecting Practice

The second phase of Connecting Practice consolidated the project as an innovative platform. The project enables IUCN, ICOMOS and their partners to test ideas that can influence a shift

in conceptual and practical arrangements for the consideration of culture and nature within the implementation of the World Heritage Convention. Field-based collaboration with World Heritage sites remains the core aspect of the project, helping to define strategies that translate theory into practice on the ground, and setting the project apart from other initiatives by the Advisory Bodies.

The final meeting of the project, held in May (2017) at ICOMOS Headquarters in Paris, France, presented the consolidation of the lessons learned for the project, as outlined in this report, and facilitated the discussion of potential ideas for a third phase of the project. This meeting brought together fifteen colleagues from twelve different countries, many of whom had participated in both Phase I and Phase II of the Connecting Practice project, and also included representatives from ICCROM (International Centre for the Conservation and Restoration of Monuments) and The Christensen Fund. We were extremely fortunate that the site managers from both the Hortobágy National Park (Hungary) and the Maloti-Drakensberg Park (South Africa) were able to join the discussions, as they provided a unique perspective of the Connecting Practice Project from the site manager's point of view. In their view, the work done through the Connecting Practice project has already helped them to reflect on some crucial areas of their work, and will hopefully be taken even further in the future, both in terms of strengthening their management practices and for increasing understanding of the property for those involved. Both site managers also emphasized the unique nature of Connecting Practice, in that in most cases, IUCN and ICOMOS work at sites involves a "top-down" approach, with little interaction between groups unless problems are encountered at the site. The interaction between cultural and natural professionals, as well as local communities, site managers, national focal points, and others was, according to them, extremely rewarding.

The possibilities, achievements and expectations that have been raised with Phase I and II have helped to shape the identity of the Connecting Practice project today. The experimental platform used and the lessons learned throughout these two phases have left lasting impressions which will help to sustain future practices. Connecting Practice has now reached a stage where successfully tested interventions need to be incorporated into policies, guidelines, institutional practices and other programmes. At the same time, future efforts should focus on increasing the impact of what has already been tested in order to expand the benefit to more World Heritage properties and organisations.

Sehlabathebe National Park
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Field visits in Hortobágy
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ANNEXES

APPLICATION OF ENHANCING OUR HERITAGE TOOLKIT TO CULTURAL SITES IN FINLAND

Helsinki, Finland, 27 June 2016

REPORT OF MEETING TO COLLECT LESSONS LEARNT

i. Introduction

The Enhancing Our Heritage Toolkit (hereafter referred to as EoH or Toolkit) is one of the most comprehensive and well-recognised tools to assess how well natural World Heritage properties are being managed – primarily the extent to which management is protecting values and achieving goals and objectives. The Toolkit is based on the IUCN World Commission on Protected Areas (WCPA) *Framework for Assessing the Management Effectiveness of Protected Areas* and contains twelve practical tools, each designed to help those responsible for World Heritage site conservation piece together the elements of a comprehensive management framework, including the construction of targeted monitoring strategies. Although the Toolkit has been developed with a focus on natural properties, it has potential value as a tool to assist cultural properties.

So far, IUCN and ICOMOS are only aware of Finland's pilot experience in applying the Toolkit to World Heritage cultural properties thus they wish to gather lessons learnt from this experience as a first step to inform the potential revision of the Toolkit to fully apply to both natural and cultural heritage.

This report summarizes the discussions held during the meeting that brought together a group of professionals who were involved in the application of the Enhancing Our Heritage Toolkit to World Heritage cultural properties in Finland and representatives from IUCN, ICOMOS and the Swiss federal Office for the Environment. Unfortunately, it was not possible for representatives of all Finnish World Heritage Sites to attend the meeting either because some of the people involved in the application of the EoH have since moved to different positions or were not available when the meeting took place. The following sites were represented at the meeting: Fortress of Suomenlinna; Petäjävesi Old Church; High Coast / Kvarken Archipelago. Although representatives from the Verla Groundwood and Board Mill could not be present, they filled in the pre-questionnaire circulated.

The agenda of the meeting can be found in Annex 1 and the pre-questionnaires compiled prior to the meeting in Annex 2.

ii. Developing the original idea

In 2009, the Nordic World Heritage Foundation in collaboration with Denmark's Cultural Heritage Agency organised a workshop aiming at raising awareness among World Heritage site managers regarding the use of the Enhancing Our Heritage Toolkit, in particular test its applicability for cultural sites (please see http://whc.unesco.org/en/events/572). Finnish representatives participated in the workshop and were impressed by the Toolkit's potential to inform the development of management plans for the cultural World Heritage sites, which did not exist at the time.

The Toolkit offered not only a systematic process to develop the management plans but would ensure that all plans were based on a common approach. Towards this goal, a Management Plan School was set up in Finland, bringing together representatives of all Finnish World Heritage properties to explore the different tools that compose the Toolkit and exchange experiences in developing the individual site management plans. A total of seven workshops were organised between 2010 and 2011, including four training sessions on how to use the Toolkit. To facilitate the overall process, professionals involved with the School translated some of the tools.

This in itself was considered as a very positive process as it allowed the creation of a 'common language' and in-depth reflections of the terminology used.

iii. What overall conditions facilitated the application of the EoH to cultural sites in Finland?

The need to develop management plans for the cultural World Heritage sites in Finland was the underlying reason for the decision to apply the EoH methodology. As Sue Stolton (who provided some of the training) and Heikki Lahdenmäk (the *de facto* leader of the project in Finland) expressed in an article presenting this initiative, although many of the concepts were new to cultural heritage professionals, the focused, stepwise approach to management was much appreciated (IUCN n.d.: 9).

Colleagues attending the meeting to collect lessons learnt also expressed their appreciation for the collaborative spirit of the Management Plan School; it allowed them to work together and support each other throughout the development of the individual management plans, which could have otherwise been a very lonely process. The availability of funding at the national level from the Ministry of Education and Culture for World Heritage specific activities was also pointed as an enabling factor. Even if the contribution was small, it provided crucial support.

The small number of World Heritage properties considered (seven in total) was also considered a positive factor. Colleagues attending the meeting considered that if this process had involved a much higher number of properties, the outcome could have potentially been different: it could become too complex and would not allowed for in depth examination of the application of the EoH to each of the individual sites. They also mentioned that people working with heritage in different institutions tend to know each other, hence working together on a common project was relatively straightforward.

When the Management Plan School started, the management authorities of the Finnish part of the Kvarken Archipelago/High Coast (Finland/Sweden) – the only natural World Heritage property in Finland – had just developed their first management plan. Although a natural World Heritage site, colleagues considered it would still serve as an example for the development of plans for the other properties. It was also considered that would promote integration between the natural and cultural heritage fields. Hence, representatives of the Kvarken Archipelago attended the School as well.

Participants of the Management Plan School had the opportunity to study all of the twelve tools that composed the EoH Toolkit. Whilst representatives of one of the World Heritage properties were responsible for applying a particular tool in preparation for the following workshop, everyone was requested to study the same tool in order to contribute to the discussions and consider how it could be adapted to their particular needs later.

iv. How well can the overall EoH methodology be applied to cultural sites?

Colleagues attending the meeting were unanimously positive about the use of the methodology to cultural sites. The focus on the identification of values from the beginning of the assessment and, particularly, emphasis on the Outstanding Universal Value of the property as a starting point, was emphasised as a determinant factor in how positively they viewed the Toolkit. They felt it offered a logical

framework that can be applied to any property, by focusing on the overall process, rather then the individual content and detail of each of the tools.

Some of the tools did raise more difficulty than others and were therefore not fully explored or taken into consideration in some sites. However, such limitations should not be immediately correlated to the idea that because the Toolkit was developed mostly for natural sites it's not suited to cultural sites; the flexibility to adapt the assessment tools to local situations and omit sections that do not apply is recognised from the beginning in the publication presenting the EoH toolkit (Hockings et all 2008: 13).

Susana Lindeman, representing the Kvarken Archipelago, mentioned that the Toolkit can in some aspects be ill-suited even for natural sites where the main values are not biodiversity related – as is the case of the High Coast / Kvarken Archipelago inscribed on the World Heritage List under criterion viii, related to the record of life, significant ongoing geological processes in the development of landforms, or significant geomorphic or physiographic features. She considered that its revision would be therefore beneficial for all sites, including updating some of the main theoretical concepts, which have evolved since the publication of the EoH Toolkit in 2008.

v. What tools were used and how were they adapted to suit particular needs?

As mentioned before, participants of the Management Plan School had the opportunity to study all of the tools but did not necessarily applied it directly to the sites where they were working. For instance, in the case of the Kvarken Archipelago, since there was already a management plan, 'Tool 9 – Assessment of Management Plan' was used. However it had to be adapted, as the digital version of the tool did not support all 92 actions included in the management plan. Therefore an "application" in Microsoft Excel was created for following up on the actions and automatically produce different kind of charts. Colleagues involved in the development of the management plan for Verla Groundwood and Board Mill reported in writing that the most important tools for them were: Tool 1 – Identifying site values and management objectives; Tool 2 – Identifying threats; Tool 3 – Relationship with stakeholders and Tool 6 – Design assessment.

In general, beyond the work carried out for the Management Plan School, at the individual site level, it looks like tools that did pose more difficulties were omitted or not fully used. There seems to have been no particular efforts to really try to adapt the tools to suit particular needs, which in a way is not surprising given that the overall objective was to use the EoH to help develop management plans rather than carrying out a full management effectiveness assessment. In fact, most participants of the meeting mentioned that they didn't really look into Tool 11 – Assessing the outcomes of management and Tool 12 – Review of the management effectiveness assessment results, which really bring everything else together and help determine how effective management is and summarize results.

Susanne Lindeman mentioned that, in Kvarken, they are now starting to look at worksheet 11A (part of Tool 11) on monitoring management outcomes but have not considered using the whole methodology, because it is considered to be too time consuming and resource intensive.

vi. What strengths and weaknesses does the overall methodology have and how could these be different depending on cultural heritage typologies?

The main strength stressed was the logical structure of the Toolkit and overall process. All participants agreed that by focusing on the process and selecting what tools to use, the Toolkit can be applied to all properties. The flexibility of the choice of the tools, mentioned before, is considered another strength. The open questions and guidance offered on how to use and adapt the different tools suggested in the publication was also considered as very positive.

In terms of weaknesses a few participants noted that some of the tools require a lot of data, which might be difficult to collect for cultural properties. However, they also noted that better and increasing use of computer based information systems will likely make such task easier in the future. Similarly they noted that raking and scoring required in some of the tools poses also difficulties in some cases. The need to identify indicators in Tool 10 was also noted as challenging for cultural heritage. But again, this was anticipated from the beginning in the publication of the Eoh Toolkit; in section 5 on 'Applying the Enhancing our Heritage Toolkit to Cultural World Heritage Sites' it is stated that 'Perhaps the biggest challenge in utilizing the approach consists in the lack of precise indicators for monitoring and evaluation in the cultural field (Hockings et all 2008: 91)'.

When asked if the application of the EoH to cultural properties could pose particular difficulties depending on the typology considered (for instance for historic cities compared to individual monuments), participants replied that they didn't see it as something to be concerned about. The same question was raised at different points of the meeting and in slightly different ways (as this was something that the representatives of IUCN and ICOMOS thought could be an issue) but the answer was always the same: the typology of cultural heritage didn't seem to raise particular questions or challenges.

Participants also mentioned that the Management Plan School coincided with the same period when they were developing the Retrospective Statements of Outstanding Universal Value for the properties. This seems to have mutually reinforced the two processes, resulting in a period of deep reflection that benefited the development of the management plans.

vii. What recommendations would you make to others doing similar projects?

All the participants voiced that they would strongly recommend others to use the EoH, particularly in the context of the development or revision of management plans. They expect to follow a similar approach when the time comes to revise the management plans. However, for the time being, they are not considering carrying out full management effectiveness assessments for the individual sites.

Participants also mentioned that they would encourage others to establish "Schools" where people could come together and learn from each other's experiences. The diversity of exchanges can potential stimulate discussions or analyse topics from different viewpoints that alone, one might not consider. They also suggested that meeting in different locations provided them with a better understanding of the work that other colleagues were doing and a better knowledge of the other World Heritage sites.

They also strongly encouraged having someone leading the group and keeping

people motivated; they felt the role played by Heikki Lahdenmäki in developing the first idea, setting and implementing the Management plan School and keeping people motivated was fundamental to the success of the project.

In order to keep people involved they suggested scheduling all meetings from the beginning so people can plan in advance and make sure that they attend. They also received 'certificates' at the end, which required people to attend at least a required minimum of sessions. Translating the Toolkit, or at least the most important tools, into national languages was also highly recommended.

viii. Conclusions

Overall, none of the sites carried out a full management effectiveness assessment thus it is not possible to determine the full extension of the application of the Toolkit to cultural properties but just its potential. However, the main message coming out of the meeting was extremely positive. Participants expressed their will to use the EoH methodology in the future. They also mentioned that any future application of the Toolkit would be easier as they can build on the work done previously and therefore do it more in-depth and try to use and adapt more tools.

They offered some particular suggestions on how to revise some of the tools. For instance, incorporating some the theoretical discussions and guidance on Outstanding Universal Value and attributes that were included in the resource manuals in the past years to revise Tool 1. Participants also suggested to consider 'factors affecting the property' and not just threats in Tool 2, as this was considered too limiting and too negative. In addition, they recommended using lessons learnt from the last Periodic Reporting cycle to inform potential revisions of the Toolkit since the questionnaire used was based on the EoH methodology.

The final main message coming out of the meeting was that when testing and applying the EoH for the first time in Finland, the process itself was greater and more rewarding than the outcome.

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Annex 1

APPLICATION OF EOH TO CULTURAL SITES IN FINLAND

Helsinki, Finland, 27 June 2016

PROVISIONAL AGENDA

08:30 – 09:00	Welcome *(Stefan and Gwenaelle)* Participants' presentations Objectives of the meeting *(Leticia)*
09:00 – 09:30	Developing the original idea (*Sirkkaliisa and Margaretha)*
09:30 – 10:00	What overall conditions facilitated the application of the EoH to cultural sites in Finland?
10:00 – 10:15	Coffee break
10:15 – 12:00	How well can the overall methodology be applied to cultural sites? Did it lead to improvements to the overall management of the sites where it was applied? How was the EoH process adapted to suit particular needs? - structured discussions around each case study: • Petäjävesi Old Church (*Ulla Rahola)* • Suomenlinna (*Milla Öystilä)* • Merenkurkku (*Susanna Lindeman)*
12:00 – 13:30	Lunch
13:30 – 15:00	What strengths and weaknesses does the overall methodology have and how could these be different depending on cultural heritage typologies?
15:00 – 15:15	Coffee break
15:15 – 16:30	What happened after the assessment was completed? Has it been used again? What recommendations would you make to others doing similar projects? If you had to do it again, what would you do differently?

Annex 2

APPLICATION OF EOH TO CULTURAL SITES IN FINLAND

Lessons Learnt Data Collection Questionnaire

Sirkkaliisa Jetsonen

1. **How did you get involved with the project and what specific role did you play?**

I attended the World Heritage Site Manager Workshop on Enhancing Our Heritage Toolkit in Denmark 2009 (without being a site manager). In the Management Plan "school", observer role.

2. **Did you participate in the initial training provided? If yes, please try to describe what key messages you retained.**

Partly / in the beginning.
Importance or benefits of a structured system for WH site management plan. OUV as a core of the whole process. Ongoing process of management, role(s) of stakeholders.
Communication – translation of worksheets.
Training proved how useful sharing experiences and a structured discussion on WH sites' values, threats etc. was and is.

APPLICATION OF EOH TO CULTURAL SITES IN FINLAND

Lessons Learnt Data Collection Questionnaire

Jaana Rannanpää

1. **How did you get involved with the project and what specific role did you play?**

It was a common project for all the world heritage sites in Finland, Ville Majuri was Verlas representative throughout the project.

2. **Did you participate in the initial training provided? If yes, please try to describe what key messages you retained.**

Yes. Interpreting the toolkit together with other siterepresentatives made the project easier, it was a good peer group.

3. **Please state the name of the site and describe what was the main objective for using the toolkit (for example, development or revision of the management plan or general assessment of the effectiveness of the management system in place, etc).**

Verla groundwood and board mill. The main objective for using the toolkit was development of the site management plan for Verla.

4. **Who was involved in the application of the toolkit? Were external facilitators involved or only staff directly linked with the management of the site?**

Only museums own staff.

5. **How long did it take to complete the whole process and how was the process structured? Did it involved different workshops/meetings, for instance to collect data or compile the different tools' worksheets?**

The training began 5/2010 and the management plan was finished 8/2013. The toolkit was translated and interpreted together in workshops where the representatives of all the sites in Finland met. Also different tools were presented from each sites point of view.

6. **The EoH toolkit is composed of a total of 12 different tools and not all need to be used to complete the assessment. What tools were used?**

The most important tools for Verla were:

1. Identifying Site Values and Management Objectives
2. Identifying Threats
3. Relationships with Stakeholders and
6 Design Assessment

7. **What was the final result/outcome of the application of the EoH toolkit?**

The Site Management Plan and rewritten OUV.

APPLICATION OF EOH TO CULTURAL SITES IN FINLAND

Lessons Learnt Data Collection Questionnaire

Susanna Lindeman

1. **How did you get involved with the project and what specific role did you play?**

I attended at a World Heritage Management workshop in Denmark that focused on the EoH-toolkit. I don´t remember exactly when to workshop was held, but I think it was 2009. Our teachers were Susan Stolton and Christopher Young.

We had recently finished the first management plan for the Finnish side of Kvarken Archipelago/High Coast World Natural Heritage Site. Although our management plan was already done I decided to use the EoH-toolkit in the further work and especially tool number 9. Assessment of management implementation.

2. **Did you participate in the initial training provided? If yes, please try to describe what key messages you retained.**

I participated in the training above and also in the training for the Finnish Cultural Sites that was arranged later on. I liked the systematic approach and that all management should be strongly connected to OUV.

3. **Please state the name of the site and describe what was the main objective for using the toolkit**

High Coast/Kvarken Archipelago (Sweden/Finland). Our main objective was to follow how the action plan part of the management plan was implemented and to be able to present the results and trends to our stakeholder in a format that was easy to understand and visually nice (using colors green, red, orange and trends)

4. **Who was involved in the application of the toolkit? Were external facilitators involved or only staff directly linked with the management of the site?**

At the workshop in Denmark I got a CD with an EoH-application, but we couldn't use the tool 9 in the application because we had too many action categories. We had 92 actions of which Parks & Wildlife was responsible for about 40 actions, the remaining part of the actions were stakeholders responsibility (municipalities, regional authorities, tourism association and so on) So we did our own "application" in exel for following up the actions and automatically produce different kinds of charts. Every year 2009-2015 I asked our staff to first individually evaluate the implementation of all the actions (also stakeholder's actions) and then we hold a 3-4 hours workshop together. I presented the results to our stakeholders every year and sometimes I got feedback to revise an actions status. This tool was also a very good way to plan and adjust the operative yearly plan and also to get funding.

In the training for the cultural sites in Finland, my job was to present and translate the tool 9 to Finnish. Me and my colleague's didn´t attend so actively in the training, because we already had a management plan and the cultural sites didn´t.

5. **How long did it take to complete the whole process and how was the process structured? Did it involved different workshops/meetings, for instance to collect data or compile the different tools' worksheets?**

The Finnish training was very well structured and every site had its own responsibility. We had several workshops with different themes and it lasted for at least one year.

6. **The EoH toolkit is composed of a total of 12 different tools and not all need to be used to complete the assessment. What tools were used?**

During the Finnish training course all tools (as I remember) were used, but every site has probably used a different set. In the Kvarken Archipelago we have used mainly tool 9, but we have started the process to update our management plan and will the next year use at least tools Tool 1: Identifying Site Values and Management Objectives, Tool 3: Relationships with Stake and 7a Assessment of Management Needs and Inputs for Staff.

7. **What was the final result/outcome of the application of the EoH toolkit?**

For the Kvarken Archipelago it is a integrated part of our management and most (if not all) of the Finnish sites has now an approved management plan.

Annex 2

APPLICATION OF EOH TO CULTURAL SITES IN FINLAND

Lessons Learnt Data Collection Questionnaire

Ulla Rahola

1. **How did you get involved with the project and what specific role did you play?**

I was nominated to be the restoration architect of Petäjävesi Old Church in 2005 and part of the work was to write it's Management Plan. I finished the draft in 2009.

2. **Did you participate in the initial training provided? If yes, please try to describe what key messages you retained.**

I took part in the so called finnish Management Plan School, where we started to use the EoH toolkit as a base for all finnish management plans. The final management plan for Petäjävesi Old Church was completed in 2015.

3. **Please state the name of the site and describe what was the main objective for using the toolkit (for example, development or revision of the management plan or general assessment of the effectiveness of the management system in place, etc).**

The name of the site is Petäjävesi Old Church. The main objective was to work out management plans for all finnish world heritage sites using the same basis and structure. EoS toolkit was an excellent tool for this purpose. We also profited a lot from the whole process, doing the work together and learning to know each other.

4. **Who was involved in the application of the toolkit? Were external facilitators involved or only staff directly linked with the management of the site?**

All the EoH tools used in Petäjävesi were discussed at the management board of Petäjävesi which consists of a wide range of representatives (owner of the site, inhabitants, local municipalities, local tourism and trade, local town planner, regional museum, regional planner, National Board of Antiquieties, Jyväskylä University etc.)

5. **How long did it take to complete the whole process and how was the process structured? Did it involved different workshops/meetings, for instance to collect data or compile the different tools' worksheets?**

The Management Plan School started in 2010 and ended in 2011. We had seven workshops in where we prepared different tools' worksheets and presented them to the others and discussed them. It took some more years – until 2015 – to complete the Management plan.

6. **The EoH toolkit is composed of a total of 12 different tools and not all need to be used to complete the assessment. What tools were used?**

We used most of the tools at Petäjävesi. Tool number 6. was used only to the surroundings of the site. Tools 5 and 10 – 12 were not yet used as they are ment for assessing the management plan and the deeds carried out.

7. **What was the final result/outcome of the application of the EoH toolkit?**

It was a very good and logical tool for writing the management plan.(Look also the answer in the item 3.)

APPLICATION OF EOH TO CULTURAL SITES IN FINLAND

Lessons Learnt Data Collection Questionnaire

Öystilä Milla

1. **How did you get involved with the project and what specific role did you play?**

At the time when all the Finnish WH sites had their common management plan, I was part of the team of The Governing Body of Suomenlinna (WHS manager) who did participated these common workshops and also part of the working group in our agency who did use EoH-toolkit as tool to eventually publish a very first Management plan of the site Fortress of Suomenlinna.

Apart of being a working group member, my special role was to take into account visitor management issues and sustainable tourism.

Both, the actual Management plan and its action plan can be found:
http://www.suomenlinna.fi/en/world-heritage/preserving/

2. **Did you participate in the initial training provided? If yes, please try to describe what key messages you retained.**

Recently retired Restoration director of the Governing Body of Suomenlinna, Heikki Lahdenmäki did participate in training in Denmark in 2009 with Susanna Lindeman (Merenkurkku, Kvarken) and Sirkka-Liisa Jetsonen (National board of Antiquities).

Sue Stolton was participating to the second Management plan school workshop.

3. **Please state the name of the site and describe what was the main objective for using the toolkit (for example, development or revision of the management plan or general assessment of the effectiveness of the management system in place, etc).**

Fortress of Suomenlinna: The main objective for using toolkit was the decision that all the Finnish sites would do it together and this toolkit was selected to help our sites to develop management plans all at once. For our site the developed of management plan was a burning issue.

4. **Who was involved in the application of the toolkit? Were external facilitators involved or only staff directly linked with the management of the site?**

Mainly the staff of the Governing Body of Suomenlinna and its specific working group was involved in the application of the toolkit. No external facilitator were used but some workshop were arranged for our stakeholders as part of Management plan proses. Also different organisations and residents of the fortress and partners have contributed the Management plan through their representatives on the Board of the Governing Body and also through the Suomenlinna Tomorrow Project which was coordinated HaagaHelia University of Applied Sciences.

And as the toolkit was used also simultaneously with all the Finnish WH sites, all the other site managers and their staff who were involved in our joint-project were sort of external facilitators or a co-workers.

5. **How long did it take to complete the whole process and how was the process structured? Did it involved different workshops/meetings, for instance to collect data or compile the different tools' worksheets?**

The first Management plan school meeting took place in Suomenlinnan 5.5.2010 and the revised and printed and translated version of our management plan was published in 2014 – it took almost four years.

The Structure of the process followed the first half our Management plan school meetings/workshops between 5.5.2010-13.12.2011. And those were more or less arranged with toolkit sheets which were the topics of the meetings/workshops.

The second half was our agency's own working group meetings and work accompanied with some workshops were our stakeholders were also invited. Process was presented many times also to the Managing committee of the Governing Body of Suomenlinna as well as the staff more widely than just the working group. Results were also presented on the way for all the other Finnish WH sites as well. First proposal of Management Plan of Suomenlinna was ready in 2012 but it did take another three years to complete the final Management plan with action plan.

6. **The EoH toolkit is composed of a total of 12 different tools and not all need to be used to complete the assessment. What tools were used?**

We decided to work with all the tools. Some we did used or "fill in" more completely and some we though were less important for us to use completely for example assessment of management plan – since we did not have one at the time.

7. **What was the final result/outcome of the application of the EoH toolkit?**

Very first Management plan of the site which was published (Finnish and English) in 2014. Since then we have for example utilized it as a part of rental agreements on Site It's a very usable tool for that matter, to make sure that new stakeholders are average of the Site and also a tool which can be used as a remainder for existing stakeholders. We also use it as an orientation material for new employees. And of course it's THE document which guides our work here in Suomenlinna.

There is a need for revision of the Management plan in the near future. We are upgrading our action plan at the moment.

ANNEX 2

Report summarising all EoH activities

Report EoH activities

Connecting Practice

1. Introduction

Management effectiveness is defined as 'the assessment of how well protected areas are being managed – primarily the extent to which management is protecting values and achieving goals and objectives (Hockings et al., 2006)'. Over the years, different organizations developed various methods for assessing management effectiveness, making it a well-established discipline in nature conservation. Among those methods, the Enhancing Our Heritage (EoH) Toolkit, which specifically assesses management effectiveness of natural World Heritage properties, is considered one of the most detailed. There is, however, no similar assessment method for cultural World Heritage properties, which comprise over seventy-five per cent of the properties on the World Heritage List.

The EoH approach was used as a basis for developing the questionnaires of the second cycle of Periodic Reporting. The Periodic Reporting process aims at assessing if the values of World Heritage properties are being maintained over time, and how State Parties are applying the World Heritage Convention at the national level. Unfortunately, these assessments are only undertaken every six years and do not provide the level of in-depth information necessary to assist managers to work as effectively as possible, reflect on past experiences, and allocate resources efficiently.

Although monitoring and evaluation are increasingly viewed as critical components for the management of cultural properties, they are often seen as an end product rather than an activity that is an integral and continuing part of the management cycle. Extending the EoH Toolkit to apply to all properties could prove very beneficial as a process of critical analysis to achieve better conservation outcomes.

Toward this goal, IUCN and ICOMOS decided to explore the feasibility of adapting the EoH Toolkit to cultural properties as one of the key objectives of the second phase of the Connecting Practice Project. This report summarizes the activities carried out, lessons learned and the challenges encountered in implementing this part of project.

2. Background on management effectiveness assessments

The international roots of management effectiveness can be traced back to the IVth IUCN World Parks Congress, held in Caracas in 1992, when a recommendation was made for IUCN to develop a system for monitoring management effectiveness of protected areas, as no global guidance existed. In response, an international Task Force, linked to the World Commission on Protected Areas (WCPA), was established. In 2000, following research, field-testing and extensive consultation, the Task Force published the document *Evaluating Effectiveness: A Framework for Assessing Management of Protected Areas* (Hockings et al., 2000).

Rather than suggesting one management effectiveness system, the WCPA framework provided guidance to protected area professionals on the structure and process for developing an evaluation. This framework identifies six key elements of protected area management, which together provide the basis of a management effectiveness assessment (see Figure 1).

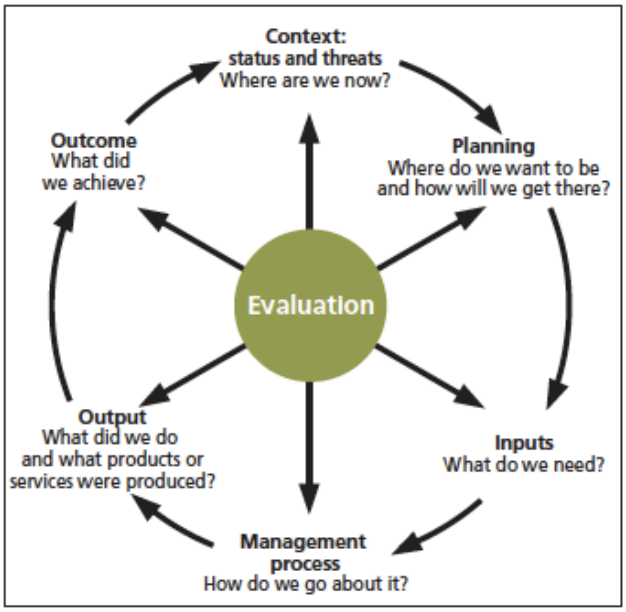

Figure 1: The WCPA Framework for Assessing Management Effectiveness (Hockings et al., 2006)

The Enhancing our Heritage (EoH) Toolkit (Hockings et al., 2008) adapted the WCPA framework to the specific needs of natural World Heritage properties, and currently represents one of the most comprehensive management effectiveness assessment system developed around this framework. Designed in collaboration with World Heritage site managers, it is intended as a complement to existing monitoring work undertaken at sites and helps to identify and fill any gaps in order to provide a comprehensive assessment.

The Toolkit provides technical guidance on developing a monitoring system and is made up of a set of twelve tools consisting of questionnaires, scorecards, data sheets and monitoring procedures, addressing each of the WCPA Framework elements. The tools can be used to identify, and then monitor, a set of indicators that together evaluate performance at the site in order to outline necessary management adaptations. In addition, the Toolkit provides ideas and suggestions for undertaking an assessment, collecting necessary data and determining how results can be analysed and presented. Although some tools within the Toolkit have rating systems, results from EoH assessments do not provide an overall score, allowing the assessment of outcomes to be presented in a simple format showing status and trend.

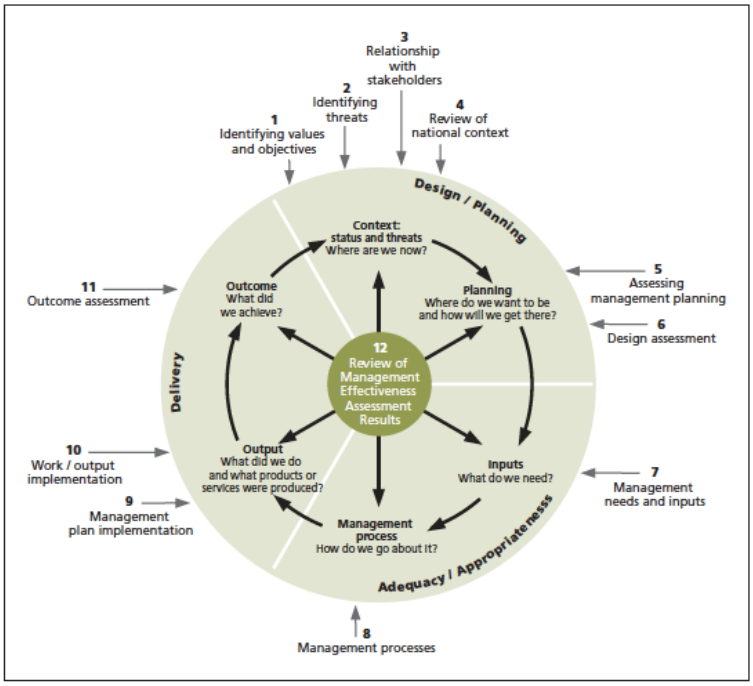

Figure 2: Relationship of tools in the Toolkit to the WCPA Management Effectiveness Framework (Hockings et al., 2008)

Although the Toolkit was designed specifically for natural World Heritage properties, its potential application to cultural properties was recognized from the outset. The original publication included a chapter suggesting that the EoH approach - with its flexible framework and use of different tools that can be applied and adapted to diverse typologies of sites and management contexts - could be applied to cultural heritage properties as well. Notwithstanding recent progress on developing guidelines and materials applicable to both cultural and natural properties (as in the case of the resource manual on *Preparing World Heritage nominations*), the cultural heritage field has yet to adopt a standardised practice or framework for carrying out management effectiveness assessments.

3. Lessons learned from the implementation of management effectiveness frameworks in cultural sites: Finland's experience

In designing this part of the project, ICOMOS and IUCN were uncertain whether attempting to adapt the EoH Toolkit to apply to all sites would be straightforward or extremely complex. Developing the Toolkit and adapting the WCPA framework to suit natural World Heritage properties took several years and involved testing in nine sites around the world. While the flexible framework increases its potential to be applied to cultural properties, 'there are challenges regarding what to actually assess in cultural sites. Conservation of [cultural] heritage sites is a value-driven process, but these values are not only imbedded in the physical fabric of a place, but also in cultural systems and intangible characteristics that do not lend themselves to easy evaluation (Hockings et al., 2008)'.

Mindful of those challenges, IUCN and ICOMOS sought first to collect experiences and lessons learned from the implementation of management effectiveness frameworks at

cultural heritage sites. Finland offered the best example, since it had applied the EoH Toolkit to its cultural World Heritage sites in a pilot project between 2010 and 2011. Since that process was never fully documented, IUCN and ICOMOS held a meeting in Helsinki in June 2016 to compile lessons learned from that experience. The report of that meeting is included as Annex 1. Finland's main motivation in applying the Toolkit, however, was not to carry out management effectiveness assessments but rather to use it as a framework for the development of management plans, as none of its cultural sites had management plans at the time; the Toolkit offered a systematic methodology and common approach for their development.

Although Finland applied the EoH approach to a process other than the Toolkit's original purpose, the experience confirmed that the EoH approach could be highly beneficial for cultural properties. Firstly, the overall framework is based on a process or cycle with six distinct stages or elements (context, planning, inputs, processes, outputs and outcomes) which is neutral and can therefore be applied to any property. The same logic model is used in very different fields to evaluate the effectiveness of projects and programmes. Secondly, it allows properties to apply those specific tools that help address specific, relevant needs and can therefore be used to supplement existing monitoring and evaluation assessments or to build a new assessment system. The latter is an important element, particularly for properties where monitoring and evaluations process are still new, as it allows them to reinforce those processes over time if managers of the site feel that building an entirely new assessment system at once might be too resource intense. Thirdly, the tools are generic and easily adapted to the context, which is an important element given the wide variety of typologies of cultural heritage properties. While IUCN and ICOMOS were particularly concerned about this aspect, Finland's experience indicates it is not a particular problem. Fourthly, the process of applying the Toolkit is as important as the results. Applying the EoH approach to all World Heritage properties in Finland provided a platform for exchange, and a common basis for the development of the management plans. All of these findings reinforce the benefits of using a standardized framework to facilitate an overview of the management effectiveness of sometimes completely different properties.

Overall, Finland's experience was extremely encouraging and offered a good basis for IUCN and ICOMOS to start exploring possible revisions to the Toolkit and options for further implementation of this part of the Connecting Practice project. It served not only as a basis for the discussions of the working group meeting held in October 2016, but it also deeply influenced how IUCN and ICOMOS structured the preliminary testing phase carried out in Switzerland between October 2016 and March 2017.

4. Working group meeting (October 2016) and the first attempt to revise various EoH tools

To explore ideas on the potential adaptation of the EoH Toolkit and its application to all World Heritage properties, IUCN and ICOMOS brought together a group of professionals from all over the world for a two-day meeting at IUCN Headquarters (Gland, Switzerland) in October 2016. The meeting involved participants who had contributed to the development of the EoH Toolkit, representatives of different

organizations working with World Heritage, as well as professionals who had been involved in the development of the Periodic Reporting Questionnaires (which as mentioned previous were designed taking into consideration the EoH approach).

Sue Stolton, one of the co-authors of the Toolkit, introduced its key principles and elements, emphasizing that one of the strengths of the Toolkit is that people can 'pick and choose' applicable tools. Tools can also be adapted, which further strengthens the Toolkit's applicability to different contexts. However, some aspects cannot be altered without distorting the objectives of a particular tool, especially for tools that require baseline data. If that information is not available, it is very difficult to apply the tools. This is an issue that can be particularly challenging for cultural properties. The lack of precise indicators for monitoring and evaluation in the cultural field was highlighted as perhaps the biggest challenge in the chapter of the EoH publication about its potential applicability to cultural properties (Hockings et al., 2008). Therefore, any potential revisions would need to take this into consideration and focus mainly on qualitative rather than quantitative assessments.

Regarding the overall framework, participants acknowledged the Toolkit as a logical model and agreed that, in principle, it could be effectively applied as is. One aspect requiring further consideration is the Toolkit's relationship with the framework in the resource manual on *Managing Cultural World Heritage* - 'Three elements of a heritage management system' (Wijesuriya et al., 2013), for while the latter includes similar elements to the WCPA framework, it is designed to establish a management system rather than evaluate it (see Figure 3).

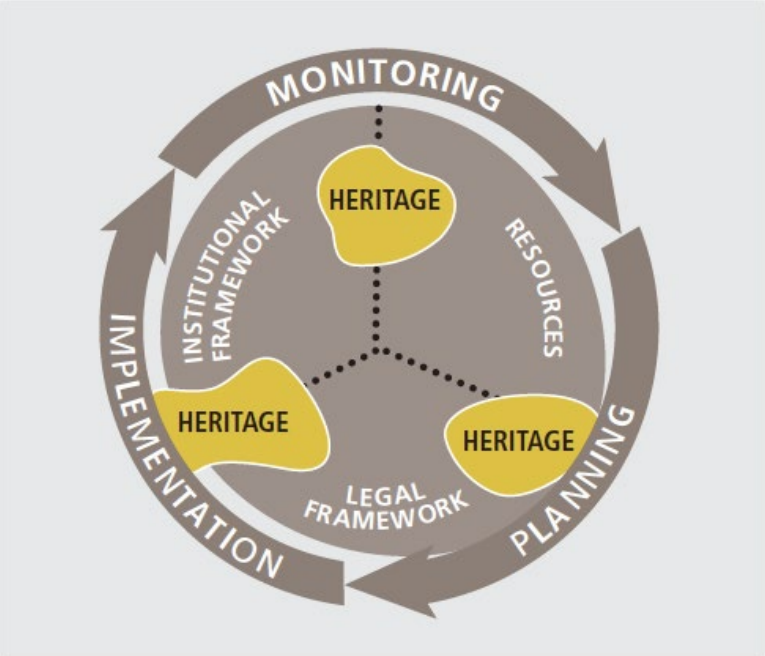

Figure 3: Three elements of a heritage management system (Wijesuriya et al., 2013)

Discussions also noted that since work on EoH began more than 15 years ago, management of World Heritage sites and protected areas in general has evolved, and updating the Toolkit, even just for natural heritage, would be beneficial. Some issues

requiring further consideration for both cultural and natural heritage practices include:

a) Climate change: over the last 15 years, evidence of the impact, and understanding about how heritage sites can help in mitigating these impacts, has increased rapidly.

b) Governance, Equity and Rights: In response to several decisions at the international level, IUCN has systematically explored issues related to governance in protected areas. The Best Practice Guidelines on *Governance of Protected Areas: From understanding to action*, published in 2013, emphasized that while governance and management are closely linked, there are differences between the two concepts which are important to be considered when revising the EoH toolkit, as they illustrate current positions and concepts in the field. Future editions of EoH should consider the Equity Framework developed by IIED (Franks et al., 2016), as well as potential evaluation mechanisms being considered in the dimensions of social justice and rights based approaches.

c) Standards – Quality and Effectiveness: IUCN's Green List of Protected and Conserved Areas is a relatively new initiative aimed at developing global standards for protected areas. The objective is to improve the contribution that protected areas make to sustainable development through the conservation of nature and provision of associated ecosystem services and cultural and spiritual values. The standards seek to recognise success in achieving conservation objectives through equitable governance and effective management. These dimensions of the sustainability discourse will be essential for integration in a revised EoH Toolkit, and could be equally applicable to cultural and natural heritage. Of particular interest is that the standards not only consider qualitative assessments of the protection of values, but also seek to address issues of equitable distribution of benefits and issues pertaining to sustaining the outcomes of conservation. The evaluation standards also allow for the recognition of biocultural diversity and, potentially, its contribution to sustainability, within a flexible framework that allows for tailoring to particular contexts. The joint identification of the breadth of monitoring indicators and means of verification could also be of interest to the cultural heritage field, which still has not sufficiently explored this area, and which could provide important frameworks for the standardization of practice. These aspects in a revised set of tools could also be crucial to link to other monitoring mechanisms currently being explored for sustainable development.

Lessons learned from Finland were used as a starting point for discussions on the individual tools. The Periodic Reporting exercise was also taken into consideration,

since the development of the questionnaires took into consideration the EoH approach. The work on the Retrospective Statements of Outstanding Universal Value was considered extremely important in relation to the application of Tool 1 (related on identifying site values and management objectives) as these Statements should be used as one of the main sources of information to fill in this Tool. Differences between the concepts of values and attributes were also identified as crucial. Some participants also recommended building on the work done during Periodic Reporting when working with Tool 2 (related to identifying threats), in order to broaden it to focus on 'Factors affecting the property' and include both external and internal factors, as well as positive and negative aspects.

Participants with experience implementing the EoH in the field highlighted the difficulties of assessing outcomes (Tool 11). While the mechanics of using the different tools are manageable, professionals carrying out the management effectiveness assessments find it difficult to implement the results, which may require changes in management in response to the assessment's findings. Therefore, they also stressed the need to focus on evaluating the effectiveness of management systems, not just management plans. It is also necessary to take into account how tools are related to each other, for while 'picking and choosing' tools is useful in some circumstances, certain aspects might be lost if those relationships are not considered.

In order to move forward with the discussions and produce concrete results, participants then worked towards developing specific proposals to revise some of the tools which could be used as the basis for the testing phase at World Heritage properties in Switzerland. This work focused on Tool 1 - Identifying Site Values and Management Objectives, Tool 2 - Identifying Threats, Tool 3 - Relationships with Stakeholders and Tool 6 - Design Assessment. Work was limited to the worksheets included in each tool, and no attempts were made to revise the accompanying written guidance.

4.1 Revisions introduced to Tool 1

Tool 1 is divided into two worksheets: worksheet 1a relates to the identification of major site values and objectives, and worksheet 1b relates to documenting management objectives and their relationship to site values. For worksheet 1a, participants started by proposing to expand the list of value subheadings in column 1 to reflect a better understanding of values of cultural and natural properties. The subheading on 'cultural values', which reinforced the division between cultural and natural heritage, was removed and replaced by historic values, social values and symbolic/associational values. Intentionally, no reference was made to values that could be specific to particular typologies of cultural properties. This 'list' of values included in column 1 remains indicative and should be changed according to the site; for this reason, the different values are organized in alphabetical order. Column 2 was left unchanged. An additional column was added as a new column 3 and related to the identification of attributes. The distinction between values and attributes was considered crucial and reflects the work carried out for Retrospective Statements of Outstanding Universal Values as part of the second cycle of Period Reporting. The former column 3 (now

column 4) was changed from ‘Is this a World Heritage value?’ to ‘Level of Recognition’, to help identify the values that supported the inscription of the property on the World Heritage List (or the Outstanding Universal Value of the property), as well as other significant values of the property. All properties have a range of values with different levels of significance, which contribute to the natural and cultural richness of the properties, and it is therefore important that all values be considered in their management. This revision was also proposed as a result of lessons learned from work carried out in the fieldwork component of the Connecting Practice project, which explored how a better understanding of the interconnected character of the natural, cultural and social values of the properties used as case studies could help to strengthen policy frameworks and management arrangements. The last column on information sources was left unchanged and provided for a narrative analysis of the assessment, identification of gaps and challenges, and follow-up actions.

Regarding worksheet 1b, column 1 was revised in the same way as in worksheet 1a. The position of columns 2 and 3 were inverted, firstly to reinforce continuity from worksheet 1a and secondly to emphasize a value-based management approach, management objectives identified in response to maintaining values. A new column 4 was introduced to identify the attributes related to the management objectives and values identified, to emphasize the fact that these elements need to be seen as interrelated. In addition, when defining future management actions, they will be mostly defined in relation to the attributes. A better understanding of attributes will also be extremely important when defining indicators in later worksheets. Participants emphasized that management objectives need to be identified primarily in response to values, and indicators need to be defined in relation to the attributes.

Potential conflicts between values should also be identified; however, it was felt that this should be addressed in the guidance and could be referred to under the row on ‘Gaps and challenges’ rather than adding a specific reference to it.

4.2 Revisions introduced to Tool 2

The main change introduced to worksheet 2 was the change in focus from ‘threats’ to ‘factors affecting the property’ in order to reflect the thinking introduced through the Periodic Reporting exercise, as mentioned previously. The heading in column 1 thus became ‘List of factors’. Following the same reasoning, a new column was introduced to identify if factors have a positive or negative effect. The positions of columns 2 and 3 from the initial worksheet were inverted but the content remained basically the same except for the addition of ‘attributes’ as well as values. Column 3 of the original worksheet was moved under ‘Impact of factor’, again following the rationale introduced in the Periodic Reporting. An additional column was also added under ‘Management response’ called ‘Responsibility’. Participants considered this to be an important addition given that sometimes management authorities are limited by their mandate and their ability to address certain factors. This is particularly important when dealing with factors like climate change where adaption and mitigation measures adopted at site level might be insufficient to fully address the impact felt.

4.3 Revisions introduced to Tool 3

Participants agreed that Tool 3 offered the best opportunity to introduce the concept of governance into the Toolkit, but before attempting to revise the existing worksheet, it was important to test how key information about governance could be introduced. Therefore, they decided to add information from the Best Practice Guidelines on *Governance of Protected Areas: From understanding to action (*Borrini-Feyerabend et al., 2013). Worksheet 3 was consequently divided into three main sections: section 3.1 seeks to identify governance types; section 3.2 introduces key questions regarding governance assessment; and section 3.3 retains what was included in the worksheet regarding engagement of stakeholders.

No revisions were attempted for Tools 4 and 5 at this point. Given the short duration of the workshop, participants considered it was more important to suggest revisions to Tool 6.

4.4 Revisions introduced to Tool 6

Tool 6 assesses the design of the World Heritage property to examine how its size, location and boundaries affect its ability to maintain its values. These aspects are therefore interlinked with the concept of integrity, which is one of the key concepts in assessing the Outstanding Universal Value of World Heritage properties. In addition, integrity is a concept that initially applied only to natural World Heritage properties, but was extended to cultural properties in 2005. Therefore, revisions introduced to worksheet 6 attempt to reinforce the assessment of the conditions of integrity of properties.

Worksheet 6 is divided into three sections. The heading of section 1, formerly called ‘Ecological integrity’, was changed to ‘Integrity’ to broaden its scope. This not only makes it more applicable to cultural properties, but also to natural properties inscribed on the World Heritage List under criterion vii (related to superlative natural phenomena and exceptional natural beauty) and criterion viii (related to Earth’s history and ongoing geological processes in the development of landforms). Under column 1, different design aspects were introduced to reflect elements that are common to both natural and cultural properties and that reflect key delimitation aspects used under the World Heritage system, for example, in cases like buffer zones and setting/context. The remaining columns were left unchanged.

A similar approach was introduced to column 1 of the next two sections of the worksheet (related to community wellbeing and management factors), but no further changes were introduced.

5. Testing the revised Tools in World Heritage properties in Switzerland

For the testing phase in Switzerland, IUCN and ICOMOS teamed up with the Swiss Federal Office for the Environment to bring together site managers for two training workshops on EoH, which took place in October 2016 and March 2017. While initially the plan was to test potential changes in two sites based on the feedback from Finland’s use of EoH, it was felt that following a similar model, and working with all WH

sites in Switzerland, would lead to better results. Similarly, most of the Swiss sites either don't have management plans, or have plans that will need to be revised in the near future.

The first workshop was organized from the 24th - 25th October 2016 and introduced Swiss participants to the main concepts of the EoH Toolkit, the overall framework and Tools 1 to 6. The workshop was structured around short presentations on each of the tools, particularly the revised tools, and was followed by group work. In order to start testing changes proposed by the working group meeting (described in the previous sections), three case studies, representing different heritage categories, were used as the basis for the group work: Lavaux, inscribed as a cultural landscape on the World Heritage List, La Chaux-de-Fonds / Le Locle, representing an urban ensemble, and Jungfrau-Aletsch, inscribed as a natural property. Groups were also structured according to language, so as to allow the participants to work in their native tongues. Participants were asked to fill in the revised worksheets, propose any changes they felt necessary to respond to particular needs in relation the category of site they were working with, and to provide feedback on what they felt worked well and what proved challenging to fill in.

The overall feedback received highlighted the benefits of adapting the Toolkit for cultural properties, with participants stressing the usefulness of the particular tools to structure management responses to address particular needs. The difference between values and attributes was particularly well received. Participants were particularly pleased with the timing of the training sessions, as it would help them with the future development of the management plans. Similarly to Finland's experience, the Swiss participants also greatly appreciated the collaborative experience, as the training was the first time that they had the opportunity to work together and learn from each other's experiences. At the end of the workshop, participants were asked to commit to testing at least one of the revised tools in their sites during the period between the two training workshops.

The second workshop, organized from the 22nd-23rd of March 2017, aimed to gather input on the revised tools, fill in knowledge gaps, and discuss a longer-term action plan to continue implementing the Toolkit in Switzerland. The workshop was also structured as a follow-up training activity in order to introduce the remaining tools 7 to 12.

Before the workshop commenced, participants were asked to prepare a short presentation on the tools that were used and describe how the tools had been adapted to suit the needs of the particular site. Unfortunately, the results of this testing phase were more limited than expected, for not all those sites who had participated in the first workshop completed the exercise, and most sites focused on the same tools, as follows:

- Prehistoric Pile Dwellings around the Alps: Tool 1a

- Swiss Tectonic Area Sardona: Tool 1a

- La Chaux-de-Fonds / Le Locle: Tool 1a, 1b and 2

- Monte San Giorgio: Tool 3

- Swiss Alps Jungfrau-Aletsch: Tool 1a, 3 and 6

- Bellinzona: Tool 6

Most participants focused on Tool 1 because they felt the need to have a better understanding of the values of the properties where they work in order to create a solid basis for future work, particularly for the development of a future management plan. They focused on identifying the values that supported the inscription of the properties on the World Heritage List in relation to other significant values, and this seemed to have been an aspect that really resonated for them. The feedback from participants from the Pile Dwellings stressed the need to work with different stakeholders in identifying the values of the sites, as different groups might come up with different results. They tried to fill in worksheet 1a during a coordination meeting between representatives of different component parts of this serial site, and they realized that even people with similar roles and involvement in the management of the property could have quite different views about its values.

The site manager of the Tectonic Area Sardona, inscribed on the World Heritage List under criterion (viii), remarked that when trying to identify the attributes that convey other significant values of the site, he realized that many of those attributes are located outside the boundary of the World Heritage Property. This led him to question the need to consider identifying a buffer zone for the property, which points to the need to carefully consider the links between Tool 1 and Tool 6 focusing on design assessment. Guidance on how to use Tool 6, as originally included in the Toolkit, already highlights the need to cross-reference it with Tool 1, but the introduction of a new column focusing specifically on attributes in Tool 1 reinforces this need, as it makes more explicit the need to map those attributes.

This issue was reinforced by the work carried out by colleagues from the Jungfrau-Aletsch in their attempt to fill in Tool 6. When working on Tool 1, they had tried to identify other values of the properties in addition to those that supported the inscription. So, when considering the question in Tool 6 on whether the site boundaries include the main attributes that convey the values of the site, their answer was no, because most of the attributes that convey those other values are located outside the existing boundaries of the properties. This showed clearly that although theoretically this might be a more inclusive approach, it raises problems to how Outstanding Universal Value is currently assessed. As the focus of a nomination is on the Outstanding Universal Value of a property and not on a holistic identification of all its values, the definition of its boundaries follows the same approach. It could therefore potentially exclude areas that have high cultural or natural significance but not at a level that they should be part of the property.

Although the testing phase in Switzerland produced fewer and weaker results in relation to the specific changes introduced to the tools than what IUCN and ICOMOS had hoped for, it still provided valuable lessons as to the overall applicability of the Toolkit. Participants were unanimously supportive of the overall approach and content of the different tools. They also felt the Toolkit will be very useful when starting to

develop the management plans, reinforcing the usefulness of the EoH approach in relation to the development of management plans even though it was not developed for that purpose. Therefore, they decided to hold bi-annual meetings to continue exploring how to implement the Toolkit, once they are able to better plan how to carry out this work as part of their annual plan of activities.

6. Conclusions and way forward

IUCN and ICOMOS' analysis of this preliminary work to adapt the EoH Toolkit to apply to all properties confirms this initiative is welcomed and needed. Both Finland's and Switzerland's experiences, as well as discussions amongst the working group, stressed that the current overall framework seems to be neutral enough to be applied to all properties, and that potential changes could focus mainly on adapting the individual tools. Attempts made by the working group to revise some of the tools, as confirmed by the testing phase in Switzerland, showed that the changes that were introduced might add some complexity that needs to be carefully considered. At the same time, it is important to highlight that the majority of the changes proposed are not motivated by the particular needs of cultural properties, but rather are due to conceptual changes introduced to the World Heritage system since the Toolkit was created.

While the results are very promising, further and more in-depth testing and research is needed in order to fully consider how to adapt the EoH to all properties. The feasibility of applying the Toolkit to cultural properties and the revised tools in particular can only be truly tested when they are applied as part of full management effectiveness assessments. IUCN and ICOMOS are therefore extremely pleased that this preliminary work will be taken forward by the IUCN Regional Office for MesoAmerica in carrying out assessments in the mixed sites of Tikal (Guatemala), Calakmul (Mexico).

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HORTOBÁGY NATIONAL PARK WORLD HERITAGE SITE (HUNGARY) FIELD REPORT

2-7 OCTOBER 2016
20-24 FEBRUARY 2017

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1. Introduction

This report presents the findings of the fieldwork in the 'Hortobágy National Park – the *Puszta*' World Heritage property as part of the second phase of the Connecting Practice Project.

The objective of this case study on Hortobágy National Park – the *Puszta* World Heritage property (hereafter referred to as "Hortobágy WHS" or "the Hortobágy *Puszta*") was first and foremost based on the overall goal of the second phase of the Connecting Practice Project:

> *To strengthen policy frameworks and management arrangements for the protection of highly significant landscapes and seascapes that will achieve a more genuinely integrated consideration of natural and cultural heritage.*

The Terms of Reference (hereafter "ToRs") for the fieldwork (included as Annex 1) were structured around two main elements:

i. The interconnected character of the natural, cultural and social values of the property and affiliated biocultural practices; and

ii. The governance and management system of the property.

In addition, in order to directly contribute to the protection and conservation of the property, a third element was identified by colleagues from the Hortobágy National Park Directorate (HNPD) and the national focal point in the Prime Minister's Office (formerly the Gyula Forster National Office for Cultural Heritage Management) focusing on a specific current management challenge that managers at the site asked the team to explore, namely:

iii. Collective grazing practices and vocational training of herdsmen.

Hortobágy WHS was selected as a case study for Phase II of the Connecting Practice Project as it was inscribed on the World Heritage List as a cultural landscape, and its Outstanding Universal Value (OUV) is based on the significant interaction between people and their environment (criteria (iv) and (v)). The interconnection of nature and culture is exhibited through grazing of domestic livestock by a pastoral society that replaced an ecological role originally played by wild ungulates. This pastoral system represents close interconnections of traditional cultural systems including traditional knowledge, and ecological systems and associated biodiversity that are, in part, dependent upon traditional grazing systems and herdsmen practices. Consequently, this traditional grazing system can be described as a biocultural practice that sustains an integrated complex of both cultural and natural values. This report examines the management and governance for sustaining these values through supporting continuation of this biocultural practice.

This report presents information gathered from fieldwork, combined with analysis of information made available to the team, as well as a brief literature review (see bibliography). The fieldwork was structured around two visits: the first took place from 2 to 7 October 2016, and the second from 20 to 23 February 2017, and included a workshop with representatives from the Ministry of Agriculture and from other World Heritage Sites and national parks in Hungary.

This report is a collective effort by the team composed of representatives of IUCN and ICOMOS, colleagues from the Hortobágy National Park Directorate (managing organization), and national representatives from the Prime Minister's Office. When writing this report, the authors acknowledged the limitations of how much can be learned about the property in a one-week visit

supplemented by several days of intense discussion. The authors are aware that this influences perspective of the site, the issues identified, and the interpretation of the information obtained from interviews, different stakeholders interactions, and literature reviews. Recognizing that such a short visit does not provide the background to deliver in-depth and robust observations and results, the fieldwork must be viewed as a mutual two-way learning experience, following the overall approach established by the Connecting Practice Project.

This report begins with a brief review of the history of the Hortobágy (section 2) that shaped the legacy of interconnections of nature and culture (as further described in section 4). The site's multiple inter-related values have been recognized by a number of designations including inscription on the World Heritage List in 1999, which are then described and their interlinkages and attributes are examined (section 3). The report also examines the property's management framework and governance systems in relation to sustaining the property's values (sections 5 and 6). The report concludes with a summary of the challenges and opportunities as well as the lessons learned over time from conservation of this extraordinary place (sections 7, 8 and 9).

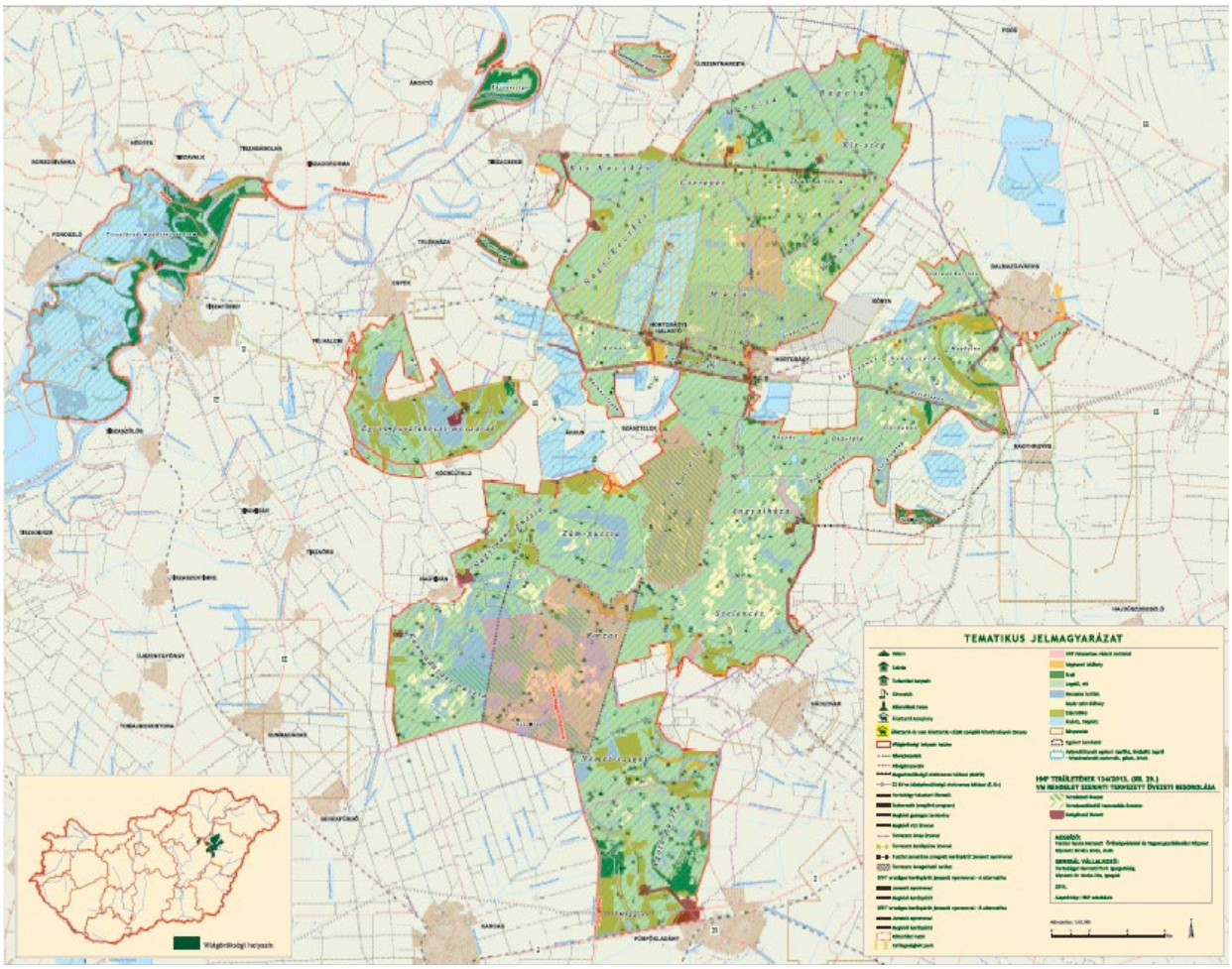
2. Description and History of the Hortobágy National Park – the *Puszta*

This section provides a brief description of the property, its cultural and environmental history and the resulting interconnected character of natural and cultural values. In addition, it reviews the site's conservation history, demonstrating that the diverse range of values have been recognized by a variety of national, regional and international designations beginning in the 1970s with the establishment of Hortobágy National Park and including the inscription on the World Heritage List in 1999.

2.1 Description of the World Heritage property

The Hortobágy National Park – the *Puszta* World Heritage property, extends over a vast area on the Great Hungarian Plain in the eastern part of Hungary. It is an outstanding example of a cultural landscape that represents traditional pastoral use over more than two millennia illustrating a harmonious interaction between people and nature. The open character of the Hortobágy, suitable for grazing practices, presented adequate conditions for the settlement and population of the region (UNESCO 2014 and UNESCO 2013). Over time, land-use practices such as animal husbandry, including grazing of hardy traditional livestock breeds, adapted to the natural conditions of alkaline pastures, steppes, meadows and wetlands. It has been said that the landscape shaped the people, rather than the people shaping the landscape (Connecting Practice Team and Szilágy 2017). The traditional grazing system has functioned as a keystone ecological process supporting ecological systems and associated biological diversity. Today, the Hortobágy *Puszta* preserves intact and visible evidence of its pastoral land use history and traditions and knowledge from the legacy of pastoral society.

2.2 History of the World Heritage property



(Fig. 1) Map of the Hortobágy *Puszta* World Heritage Property (HNPD 2016)

The Hortobágy *Puszta* has a long and complex history that has influenced the landscape, its interconnected cultural and natural heritage, and its values today. Recent scientific investigations have discovered that, from the end of the Pleistocene period, treeless alkaline grasslands and marshlands dominated this area (rather than extensive forest cover as previously thought), making it suitable for grazing by native herbivores such as wild horses and aurochs (now extinct) (Török et al. 2010 citing Barczi et al. 2006; Sümegi et al. 2013)

Not much is known about prehistoric human occupation until several waves of nomadic groups migrated from the east into the Carpathian Basin around 2000 BC and left some evidence of animal keeping and of their burial mounds (*kurgans*). Over time, numerous other groups moved into the area. The Hungarians arrived at the end of the 9th century and used the area for animal husbandry. During the 10th through 12th centuries, they created small settlements near the Tisza river (Papp, 2001: 3; UNESCO 2013; ICOMOS 1999). The pattern of settlements followed an axis along the trading route from Buda through Tiszafured and Debrecen into Transylvania (ICOMOS 1999). It was during this time that many settlements built churches and evidence of some remain as archeological ruins. By the 13th century, settlements on the Hortobágy were based on pastoralism with herding and grazing of local breeds in areas formerly grazed by wild ungulates.

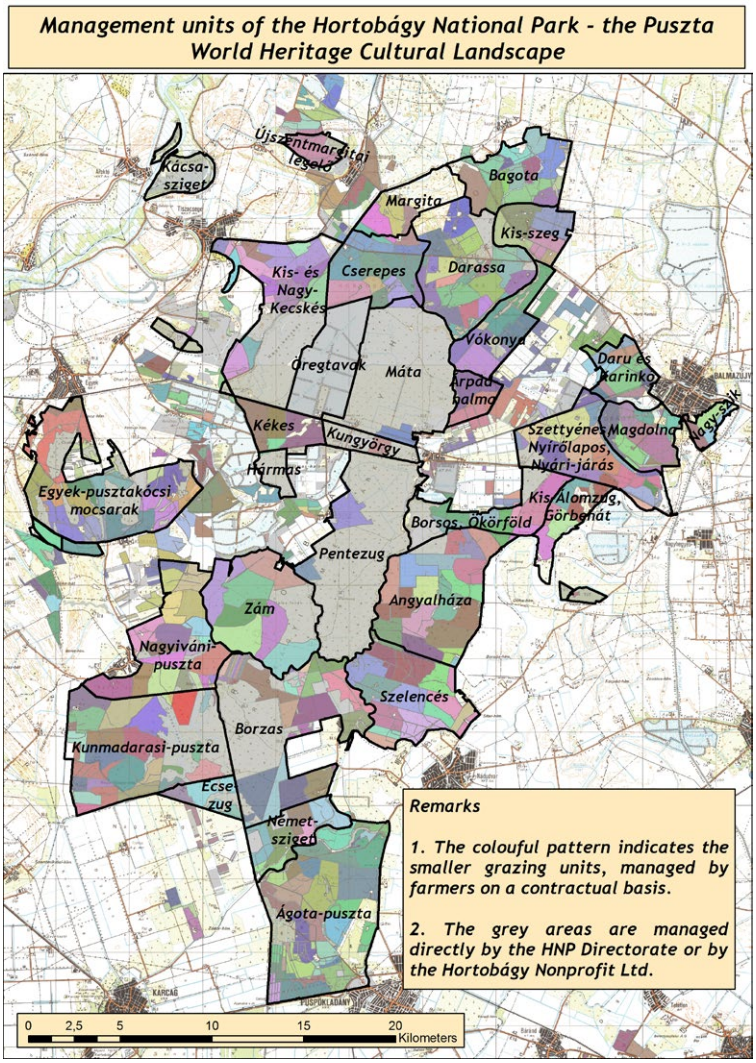
During the subsequent 300 years, there were ebbs and flows in the area's population in response to the Mongol invasion in the 13th century that resulted in the loss of many settlements that were not rebuilt. Later, other villages were depopulated and abandoned during the Black Death in the mid-14th century (ICOMOS 1999). In the late 14th and 15th centuries, animal husbandry began to be conducted on a larger scale, and settlements, such as Debrecen, grew in population (Papp 2001:4; ICOMOS 1999).

In 1543, the region fell under the Ottoman Turks, and it was during the 150 years of Turkish rule in the 16th and 17th centuries that the pastoral economy was established and the area became a *Puszta* with great herds of grey cattle and sheep on the open terrain. During this time, many villages were abandoned due to wars in the region, while the population of settlements such as Debrecen continued to grow and assumed a prominent role in the pastoral economy. Remote areas where villages had lost population were then grazed and were referred to as 'pusztas'. For example, the area of the predecessor of Hortobágy village became the first 'puszta' of Debrecen, which was soon followed by others (Papp 2001: 4). During this time, a settlement pattern developed where land belonging to the town was outside the settlement and used for grazing. A large part of the pastures of the Hortobágy were owned by the town of Debrecen and other neighboring settlements.

With roots in the pastoral societies of the 16th and 17th centuries, the 18th and 19th centuries were known as the 'golden centuries' for this pastoral society. During this time, many merchants of Debrecen and other settlements were granted rights to collectively graze large herds of animals such as Hungarian grey cattle and Raczka sheep on these 'puszta-tenements' on community-owned land in the Hortobágy. Many of the 'puszta areas' (or units) delineated at this time remain intact today and continue to be used as management units by the national park (see Figure 2; Szilágyi, 2017). Also, by the 18th century, a 'herdsman society' had developed among the herdsmen of the Hortobágy' (Papp, 2001: 14).

Animal husbandry capitalized on the opportunities for prosperous export of Hungarian cattle that were driven to the fairs of Southern and Western Europe by herdsmen (*hajdú's*) employed by the merchants (Papp 2001: 5). It was during the 18th and 19th centuries when the road and settlement structure of the region was shaped, building on the basis of the medieval patterns. Along these trade routes, bridges, *csárdas*, and other public buildings were constructed to serve settlements and travellers. The *csárdas*, provincial inns that provided drink, food and lodging, were built along primary roads, generally every 10 – 12 km representing a half to full day travel apart, distances related to replenishment of animals with water. Many of the sweep-pole (shaduf) wells were dug to provide water on the pasture.

Until the middle of the 18th century, grazing was not regulated. However, by the late 18th century, this economic system began to change and pastoral use began to face some challenges. The increasing number of animals made it necessary to initiate regulations on grazing, and grazing organizations were formed as a result (Papp, 2001: 5). Since the early 19th century, the grazing rights began to be regulated by the city of Debrecen, and by the middle of the 19th century, the city of Debrecen divided the pasture of the Hortobágy *Puszta* into farms and cattle districts. The farms and districts continued as units until the coming of nationalization when state farms were formed in their place.



(Fig. 2) Map of the Hortobágy *Puszta* units (HNPD 2016a)

From the middle 19th century, water regulation systems were also set up to control flooding of the Tisza River. This resulted in the partial draining of former wetlands, some of which were converted to grasslands or arable farming. Some of the owners from Debrecen believed that the quality of the pastures declined due to the regulation of the river.

At the beginning of the 20th century, horse, cattle, sheep and pig herding on the Hortobágy WHS continued to be practiced in the traditional way. Fortunately, at that time ethnographer Istvan Ecsedi studied what was then a disappearing traditional pastoral life-style, and this documentation provides a good understanding of these cultural traditions (Papp, 2001: 11).

Also at the beginning of the 20th century, development projects were started on the least productive pieces of land aimed at the introduction of other land use practices, the most important – and successful – being the creation of fish ponds. The fish ponds functioned as man-made wetlands and duplicated the ecology of former natural marshes to some extent while also providing habitats for birds (Republic of Hungary 1999: 21).

After World War II, a new era began for the utilization of the Hortobágy *Puszta*, The Hortobágy State Farm (HSF) was established on the 'Great Hortobágy' area (which formerly was property of the town of Debrecen). The National Trust of Animal Husbandry of Hortobágy started the organization of state farms. After several reorganizations, the unified Hortobágy State Farm was established in 1961. The State Farm dealt with grazing animal husbandry, but it was also engaged in enlarging fish ponds. In addition, there was an attempt to increase arable land and to introduce rice cultivation in the 1950s, that required many kilometers of ditches and small structures necessary for flooding and draining, but was not successful. The afforestation on alkaline grasslands that was attempted around the same period was also unsuccessful. These non-traditional types of agriculture were not sustainable on the alkaline soils that characterize the Hortobágy *Puszta*. This time period can be described as a 'discontinuity' for the traditional pastoral system and associated cultural practices. These disruptions to the traditional system began to be addressed with the creation of the national park in the early 1970s and landscape restoration projects (see section 2.3 below and section 6.3.5).

As demonstrated in this brief history, while there has been substantial change over long periods of time, since the 18th century there has also been a level of continuity in the socio-cultural pastoral system and land-use, as documented by ethnographers in the early 20th century. However, the socio-economic changes in the early to mid-20th century proved to be particularly challenging to the traditional system as the economics began to shift and many physical changes were made to the grasslands, such as water regulation and attempts at rice and other non-traditional crops. What is notable, given some of the changes in the 20th century, is how much has survived and how this pastoral system has shown resilience and efforts for its restoration and revival are meeting with success.

2.3 Conservation history of the property

The appreciation of the 'peculiarity of the Hortobágy *Puszta*' and its pastoral culture inspired many Hungarian poets, writers and artists over the centuries. Dr. Jozsef Papp stated that 'There is no other region in the country that inspired so many folk-songs, poems, stories and artistic works, like the Hungarian *Puszta*. It has a library-size bibliography.' (Papp, 2001: 1). Foreign travelers including scientists, ethnographers, and artists were also influenced. Consequently, by the early 18th century, the Hortobágy *Puszta* was well known internationally, providing an important basis for the conservation efforts in the mid to late 20th century. The Hungarian National Commission for UNESCO later noted that 'The most famous of Hungarian plains … may even be said that it has been renowned and appreciated on the international level for longer than here at home' (Hungarian National Committee, n/a).

The idea of the Hortobágy National Park (HNP) was conceived in the first half of the century, and the international recognition of the Hortobágy *Puszta* was helpful in advancing this idea. Even so, it was not until December of 1967 when a group of 22 world-renowned scientists, including Dr. Konrad Lorenz, one of the founders of the field of ethology (the study of animal behavior) and recipient of the Nobel prize, called on the Hungarian government to preserve the unique natural and ethnological values of the Hortobágy *Puszta* and establish it as a national park. After much difficulty, the decision declaring it a protected area was promulgated on 8 December 1972, and on January 1, 1973, Hortobágy National Park was established.

Dr. Csaba Aradi, the former national park director described the park's management approach based on their understanding of the traditions of the Hortobágy *Puszta* and the relationship of grazing with sustaining biological diversity. He described the 'extended pastures covered by natural grassland communities were once grazed by wild ungulates (wild horses, bullocks); [and that] these were later 'replaced' with domestic animals (cattle, sheep) including the local breeds of Hungarian Grey Cattle and Raczka Sheep' (Aradi 2016). Management initiatives by the national park are demonstrating strategies for supporting and sustaining – and in some cases restoring – traditional land uses while adapting to the current social and economic environment (see discussions in section 6); in particular, the restoration and removal of dikes and ditches in areas that were affected by the substantial changes in the decades after World War II (described in section 2.3 above).

2.4 National and international designations

The inclusion of the property on the World Heritage List in 1999 attests to the outstanding universal value of the property as a pastoral landscape (see discussion in section 3). The area has also received a number of international designations with full or partial overlap with the national park. The entire extent of the Hortobágy National Park was recognized as a UNESCO Biosphere Reserve in 1979, and nearly one third of the park (more than 23,000 ha) as a wetland habitat of international importance designated under the Ramsar Convention in 1979 (with extensions in 1997 and 2008). In addition, in 2004, the entire National Park property became part of the Natura 2000 network of the European Union, in which Special Protected Areas and Special Areas of Conservation were designated. Most recently, in 2011, the national park became Hortobágy International Dark Sky Park. It is important to note that many of these designations recognize the natural values of the Hortobágy National Park as well as cultural values (for example, designation as a Biosphere Reserve as further discussed in section 6.2).

2.5 Legacy of interconnections of nature and culture and implications for management

The cultural and natural history of the property has generated a legacy of interconnections of culture and nature and an associated complex of values on this landscape (see discussion in sections 3 and 4). This strong interconnection among a complex of cultural, natural, and social values is related to the history of the site and, in particular, to the pastoral society that was shaped in direct response to natural landscape conditions and the limitations the ecological conditions imposed upon types of land use.

Importantly, this integration of culture and nature and the management implications were recognized in the early years of national park administration. This understanding was expressed by park director Dr. Csaba Aradi when he noted that 'for 5000 years, history has been entangled with this place; here the two lines of natural and cultural processes come together' (Aradi, 2016). He explained that 'our general view in the early years [of park development] was to look at nature and culture together – not to compete but to work together' (Ibid.).

The conservation history also acknowledges the multiple values that are reflected in the various designations (described in section 2.4 above). This inter-related complex of values posed certain challenges to the evaluation of the site during the World Heritage nomination process and, as

described in the following section 3, the property was inscribed as a cultural landscape and a cultural property rather than, as initially proposed, a natural site.

3. Values and attributes of the property

This section reviews the justification for the inscription of the property on the World Heritage List. Similar to other World Heritage properties, this site has a diverse array of cultural, natural and social values in addition to those values recognized by World Heritage inscription. This more comprehensive set of values is especially important to consider for this property, as the complex of values and their attributes are closely inter-related and represent interconnections of culture and nature.

3.1 Justification for the World Heritage inscription

The site was first nominated as a natural property in 1988, and then in 1999 as a cultural property when it was inscribed on the World Heritage List under criteria (iv) and (v)[1]:

Criterion (iv): The Hungarian *Puszta* is an exceptional surviving example of a cultural landscape constituted by a pastoral society.

Criterion (v): The landscape of the Hortobágy National Park maintains intact and visible traces of its traditional land-use forms over several thousand years, and illustrates the harmonious interaction between people and nature.

The argument for criteria (iv) and (v) is that the property is an outstanding example of a pastoral cultural landscape and the associated traditional land use, and has therefore been recognized as a cultural landscape. Agro-pastoralism has been recognized as an important aspect of human history under the World Heritage Convention. Other examples of agro-pastoral landscapes included on the World Heritage List are the Pyrénées - Mont Perdu (France/Spain, 1999), Orkhon Valley Cultural Landscape (Mongolia, 2004), and the Causses and the Cévennes, Mediterranean agro-pastoral cultural landscape (France 2011)[2].

When Hungary nominated the property in 1999, it was proposed as a continuing, organically evolved landscape:

> (…) the nominated area, the Hortobágy National Park – incorporating the largest continuous grassland of Europe (…) is a cultural landscape reflecting a specific sustainable land-use form – extensive animal keeping over thousands of years – where human populations inhabiting the area considered the characteristics and limits of their natural environment. Recently the unique landscape of the Hortobágy is managed by modern techniques of sustainable land-use by which natural values of it are also

[1] For the full Retrospective Statement of Outstanding Universal Value, see Annex 2

[2] For further information, see 2014 draft report (in French) on analyzing the World Heritage List and sites on the Tentative Lists related to agriculture and on pastoral or agro-pastoral landscapes, in particular, produced as part of a recent World Heritage global strategy on agro-pastoral cultural landscapes (UNESCO 2014).

maintained. The continued existence of traditional forms of land-use supports biological diversity, described in detail in the nomination dossier.

The nominated area falls into the second category of cultural landscapes, being an organically evolved landscape resulting from an initial social, economic and administrative imperative and has developed its present form by association with and in response to its natural environment.

According to the sub-categories of organically evolved landscapes Hortobágy is a continuing one, retaining an active social role in contemporary society closely associated with a traditional way of life, and in which the evolutionary process is still in progress, but at the same time exhibits significant material evidence of its evolution over time (Republic of Hungary 1999: 77-78).

The ICOMOS evaluation concurred with this proposed category, and the property was inscribed as a cultural landscape on the World Heritage List.

3.2 An inter-related complex of values and attributes

As described in the previous section 3.1, the values for this World Heritage property relate to the pastoral society (criterion iv) and to the landscape that retains evidence of traditional land use demonstrating interaction of people and nature (criterion v). Further review of the important values for this property demonstrated that this World Heritage property has a broader, diverse inter-related complex of cultural, natural and social values. The entire complex of values is part of the natural and cultural richness of the property, and therefore 'the harmonious protection, conservation and management of all values is an objective of good conservation practice' (UNESCO et al. 2011: 58). This strong interconnection among a complex of cultural, natural, and social values is a legacy of the history of interaction of people and nature over time (see section 2.5). This complex of values is directly related to the pastoral society and its cultural traditions that were shaped in direct response to the natural landscape conditions and the limitations the ecological conditions imposed upon types of land use. In this case, the traditional grazing system, as evolved over time is, the primary driving process for this complex of values and associated attributes (see section 4). In addition, the interconnected complex of values shares many attributes that express these values and the inter-related attributes are important to consider for management of the property.

The values of the property are conveyed by attributes which can be 'physical qualities or fabric but can also be *processes associated with a property that impact on physical qualities, such as natural or agricultural processes, social arrangements or cultural practices* that have shaped distinctive landscapes' (UNESCO *et al.* 2011: 59, italics added for emphasis). It is crucial to have a thorough understanding of the attributes that convey important values of the property, as they are the focus of protection, conservation and management. It is also important to keep in mind that one attribute may convey more than one value.

The following section describes the key values of the property and the extent of their interconnected character. In addition, selected key attributes that convey these values are

identified in order to illustrate the diversity of attributes rather than to provide a comprehensive list.[3]

A key component to the site - and an aspect for the WH values of the property - is traditional animal husbandry and pastoralism. The cultural pastoral system has continued to evolve over many generations, and includes components such as grazing and husbandry practices, types and breeds of animals, traditional knowledge of the environment, cultural pastoral practices as well as architecture, language and food systems, among others. Hortobágy's autochthonous breeds of Hungarian Grey Cattle, flocks of Raczka sheep and herds of Mangalica pigs (although not many remain) are attributes.

(Fig. 3) Herds of sheep grazing in the open plains of the Hortobágy WHS (Gugić 2016)

The cultural pastoral system over many years has interacted with the natural environment and modified associated habitats and also adapted accordingly, which is represented by attributes of culturally-modified ecological habitats as well as associated traditional knowledge such as ''Rules of the *Puszta*' (see section 8). An example of this is the Hortobágy *Puszta* units that were defined in the 18th and 19th centuries for their natural characteristics and remain on the landscape today and continue to be used by the national park as management areas (Szilágyi, 2017). In this way, traditional pastoral knowledge has guided - and continues to inform - the grazing of the types of animals in certain areas at particular times of the year, and this grazing regime supports much of the diverse mosaic of habitats and associate biodiversity (see section 4.1). It is important to note that some of these attributes for cultural values related to pastoralism are also attributes for the natural values.

[3] A preliminary description of attributes specifically related to the World Heritage criteria (iv) and (v) is included as Annex 3. However, as described in this section, these values and attributes form part of a complex of values for the property.

As a legacy of the property's history (discussed in section 2.2), there are many characteristics of the landscape that are important attributes such as road systems, water systems and other patterns of land use and settlement that represent the pastoral society and associated land use as evolved over time. Other attributes, generally associated with archaeological and historic built heritage from previous centuries of pastoral societies, include many structures and other landscape features and technologies. For many of these attributes, the national park has information and, in some cases, an inventory of these landscape elements. Traditional land uses, such as collective grazing, in particular, are also included, as is the continued use of traditional local breeds.

Attributes associated with the rich intangible heritage of oral traditions and traditional knowledge – particularly that of the herdsmen's knowledge of pastoral practices, social systems, and their environment, including knowledge of the night sky – also need to be considered. Fortunately, ethnographic studies have documented this pastoral heritage; for example, the order of pasturing on the Hortobágy *Puszta* and the specific herdsmens' society had been developed by the 18th century. The herdsmen of the Hortobágy formed an important part of the traditionalist community that the ethnographic literature calls 'the herdsmen's order' (Papp 2001: 14). In the case of the Hortobágy, 'the herdsmen were carriers of particular culture more archaic than that of the peasants until the middle of the 20th century' (Ibid.).

The attributes that convey the Outstanding Universal Values are embedded in an inter-related complex of other values and attributes that include the three broad categories of natural, scenic, and social and associative, values and attributes.

The natural importance of the property has been recognized by the designation of Hortobágy National Park and also other international designations as a UNESCO Biosphere Reserve as well as Ramsar and Natura 2000 sites. These designations recognize the important habitats and associated species found on the property. Much of the biological diversity supported on culturally-modified habitats is sustained through the grazing regime and so is interconnected and dependent upon continuation of the traditional pastoral land use. Hortobágy's autochthonous breeds are the main grazers on alkaline steppe grasslands and marshes and these traditional local breeds have agro-biodiversity values and comprise an important pool of genetic resources.

Hortobágy is the largest alkaline wetland complex in the Pannonian Biogeographical Province and the Carpathian Basin and comprises some of the most Eastern of alkaline steppe and alkaline lake habitat complexes. Importantly, these natural aspects are closely interconnected to the cultural values at the site in relation to its status as a cultural landscape under criterion (v) emphasizing the interaction between people and nature. In addition, the values of a pastoral society (criterion iv) relate to grazing and other land management activities that sustain much of the area's natural value.

Hortobágy is also important for its scenic aspects and related attributes:

> The "*Puszta*" represents the highest scenic quality, with pleasing or dramatic patterns and combinations of landscape features, together with important aesthetic and intangible qualities. … It has a distinctive and common character, including topographic and visual unity (Republic of Hungary 1999: 2).

> The unbroken horizon is only occasionally disrupted by trees, groves, settlements or linear establishments (open wire lines and dikes). Human-made elements fit harmoniously into this landscape … (UNESCO 2013).

The attributes of scenic value also include many aspects of the landscape such as the 'open, uninterrupted vistas'. Some of these long-range vistas often including a solitary well, a herdsman's building, or a herdsman and his dog which gives testament to the unique ongoing interaction of nature and culture in the area. There are also descriptions of the aesthetic impact of large groups of animals – either traditional breeds such as horses or cattle or wild species such as cranes – on the vast open grasslands or marshes, all of which can be considered as attributes for both the natural and cultural aspects of the property. Various natural weather phenomena (such as mirages, cloud formations, changes of seasons, night sky, sunset, and sunrise) are attributes that convey aesthetic value.

(Fig. 4) An example of the 'scenic value' of the Hortobágy WHS (Gugić 2016a)

Importantly, the park's scenic value is closely interconnected to the site's Outstanding Universal cultural values and also shares some attributes (see section 3.2). For example, criterion (iv) recognizes the site as an outstanding example of a pastoral cultural landscape and open pastures from collective grazing are one of the attributes of this aspect of value. This is a good illustration of the interconnections between the different values of the property, as the traditional collective grazing systems without fences creates the 'open, uninterrupted vistas' that define landscape character and its scenic value. Therefore, protecting the attribute of the 'open, uninterrupted vistas' is an important aspect of management related to two distinct values.

Inscription of the Hortobágy as a continuing cultural landscape indicates that it still retains an active social role in contemporary society closely associated with the traditional way of life. The related social and associative values are also closely interlinked with all values at the site, and have been described in important ethnographic studies on the pastoral society, in particular, the work of ethnographers Istvan Ecsedi and Lajos Zoltai who, at the beginning of the 20th century, studied what was then a disappearing traditional pastoral life-style (Papp, 2001: 11; Republic of Hungary 1999). In addition, since at least the 18th century, the Hortobágy *Puszta* has been widely recognized and admired within Hungary and beyond and has inspired many types of cultural expressions, including poetry and other literature, paintings, and songs (see also section 2.3).

The attributes of these values of the property reflect both tangible and intangible heritage. Importantly, social values are represented by intangible heritage of pastoral cultural norms and traditional knowledge of place, animal husbandry on the Hortobágy *Puszta* (such as 'Rules of the *Puszta*') as well as associated tools and products of artisan crafts. As noted, the Hortobágy plain has inspired poetry and other literature, paintings, songs and other cultural expressions that are attributes of the park's associative value in Hungary and internationally, and relate both directly to both natural and cultural values at the site.

While this section does not provide a comprehensive description of all values and attributes, it does illustrate through several examples the inter-related complex of values and associated attributes that provide a foundation for management and governance that recognizes these interconnections. The following section 4 examines the relationship of biocultural practices of traditional grazing within the pastoral system with sustaining this complex of values and attributes.

4. The interconnected character of the natural, cultural and social values of the property and affiliated biocultural practices

This section explores the relationship between the values of the property, the biocultural practices, and management objectives.

4.1 How biocultural practices help sustain the natural, cultural, and social values of the property

As described in previous sections, it is the cultural systems and, in particular, the biocultural practices associated with traditional grazing, that have shaped and continue to shape this cultural landscape while also sustaining many of the cultural, natural and social values and their attributes. This complex of values and attributes reflect the legacy of a long history of pastoralism on a challenging and limiting natural ecosystem with a mosaic of alkaline grasslands and wetlands.

Traditional grazing systems are keystone processes that sustain the cultural values associated with this cultural landscape. These grazing systems are the biocultural practices that support many of the physical cultural characteristics on the landscape including the traditional local breeds, and also the transmission of traditional knowledge that has come to be distilled in a knowledge system of practices known as the 'Rules of the *Puszta*' (see section 8).

There is also a close interdependence of biocultural practices and the natural value of the area and, in particular, the mosaic of habitats and associated biodiversity across the Hortobágy. The interdependence derives to a great extent from the basic "Leitmotiv" of Hortobágy to accept and to adapt to the natural limitations rather than to try to overcome or abolish them. Today, traditional

grazing is often described as the best tool for nature conservation since, if managed according to traditions and knowledge, it can maintain the diversity of species and habitats.

There is a growing body of scientific evidence demonstrating the beneficial effects and, in fact, in some cases such as the Hortobágy, a dependency on grazing to sustain particular types of habitat and associated biodiversity (Török et al. 2014, n/a). Research provides evidence that "large herbivores can have a significant influence on vegetation composition and thus act as keystone species… [and] they require large tracts of land and can be considered an umbrella species group for the preservation of other plants and animals" (De Vires 1995: 25). It has been demonstrated that many native plant species have strategies for dispersal by large grazing animals and have adaptations that reduce the potential adverse effects of grazing (Pykälä 2000: 706). In some areas of Europe where traditional grazing is no longer practiced and knowledge of the biocultural practices has been lost, biodiversity has been adversely affected (Agnoletti and Rotherham 2015, n/a).

In summary, on the Hortobágy, traditional herding and grazing and pastoralism systems are tools tool for cultural landscape conservation as well as nature conservation, and this confluence of biocultural practices that supports a range of inter-related cultural and natural values and attributes is notable. As a consequence, a central part of the management strategy is to maintain the keystone biocultural practices to sustain an inter-related complex of cultural and natural values.

4.2 Aligning management objectives with values

The tangible and intangible attributes that sustain the property's values are key considerations for the development of management objectives and establishment of priorities. Therefore, it is important to have confidence in the attributes as they have direct implications for management. While it is recognized that individual values triggered the inscription of the property on the World Heritage List, management objectives need to sustain all significant values as they are closely interconnected to the property's OUV and are work together to create the natural and cultural richness of the property.

For this property, it is the interaction of people with associated knowledge of pastoral biocultural practices that is important to sustain the inter-related complex of values. Sustaining this interaction and the knowledge underlying the pastoral system will continue to maintain the landscape character, including the cultural imprint and the associated diversity of habitats and species that are important attributes of the property's values. It is also important to view this property as a dynamic system with on-going keystone processes such as traditional grazing and pastoralism systems that continually influence and maintain the tangible and intangible attributes. Importantly, the set of attributes also can serve as the basis for monitoring change on the landscape to ensure that the results are as expected and be able to adapt as needed. This approach may identify additional research that is needed to support development and, in some cases, adjustment of management objectives or strategies used to achieve them.

Management objectives, to sustain the tangible and intangible attributes of cultural heritage related to the past and current pastoral society and associated traditional land use, include:

- sustain the interaction of pastoral culture and natural ecosystems and the resulting mosaic of grasslands that support biodiversity and agrobiodiversity
- encourage the dynamic interaction of the cultural system of pastoralism and associated biocultural practices in order to sustain the keystone process of traditional grazing and animal husbandry, and restore natural and cultural systems where needed
- harmonize conservation of the broad range of values and attributes
- sustain traditional knowledge represented by 'Rules of the *Puszta*' through documentation, passing on this knowledge, and training the next generation of herdsmen
- continue to pursue a vibrant economy of the pastoral system and for the region in general
- continue to learn through research, experimentation, and monitoring and adapt management strategies as needed to improve effectiveness and sustainability

As with many cultural landscapes that are shaped by livelihoods and are affected by larger economic trends, the sustainability of traditional grazing system on the Hortobágy is facing a number of challenges, especially with respect to governance and management. It is important to point out that transmission of this knowledge of biocultural practices is no longer assured, and thus training programs for young herdsman are a critical component of management strategies to support the sustainability of the pastoral system.

5. The Governance and Management System of the Property

This chapter describes the governance and the management systems in place for Hortobágy National Park – the *Puszta*, outlines how they are designed and applied to retain the site's World Heritage status and broader values and attributes, and illustrates the main management challenges facing the site.

It should be noted for this report that the concepts of 'Governance' and 'Management' have distinct meanings: governance describes the framework within which power is used and decisions are made, while management describes the process and actions by which an organisation sets and achieves goals (planning, organising, staffing, directing controlling) (Appleton 2016). In other words, governance indicates who has the power to make decisions, and establishes who is involved in making decisions or who has input into decisions. In general, governance is about who decides, and management is about how what has been decided should be done.

A variety of definitions of governance exist. The Institute on Governance's definition reads as follows:

> *"Governance involves the interactions among structures, processes and traditions that determine how power is exercised, how decisions are taken, and how citizens or other stakeholders have their say. Fundamentally, it is about power, relationships and accountability: who has influence, who decides, and how decision-makers are held accountable."* (Graham 2017)

Governance has increasingly become an important aspect to be considered when dealing with responsibilities for protected areas where the main goal is sustainability and includes a number of related objectives. Further,

> *"In order to meet these objectives, those responsible for Protected Areas exercise a number of different types of powers [...] regulatory and planning powers, spending powers,*

> *revenue-generating powers, and the power to enter into agreements. [...] The elements of sound regulatory governance might include: a legislative base; program design that balances educational, monitoring, enforcement and appeals and redress activities; adequate resources and support; understanding of the regulated group; identification and enlistment of supporters; and ongoing program evaluation"* (Graham 2017)

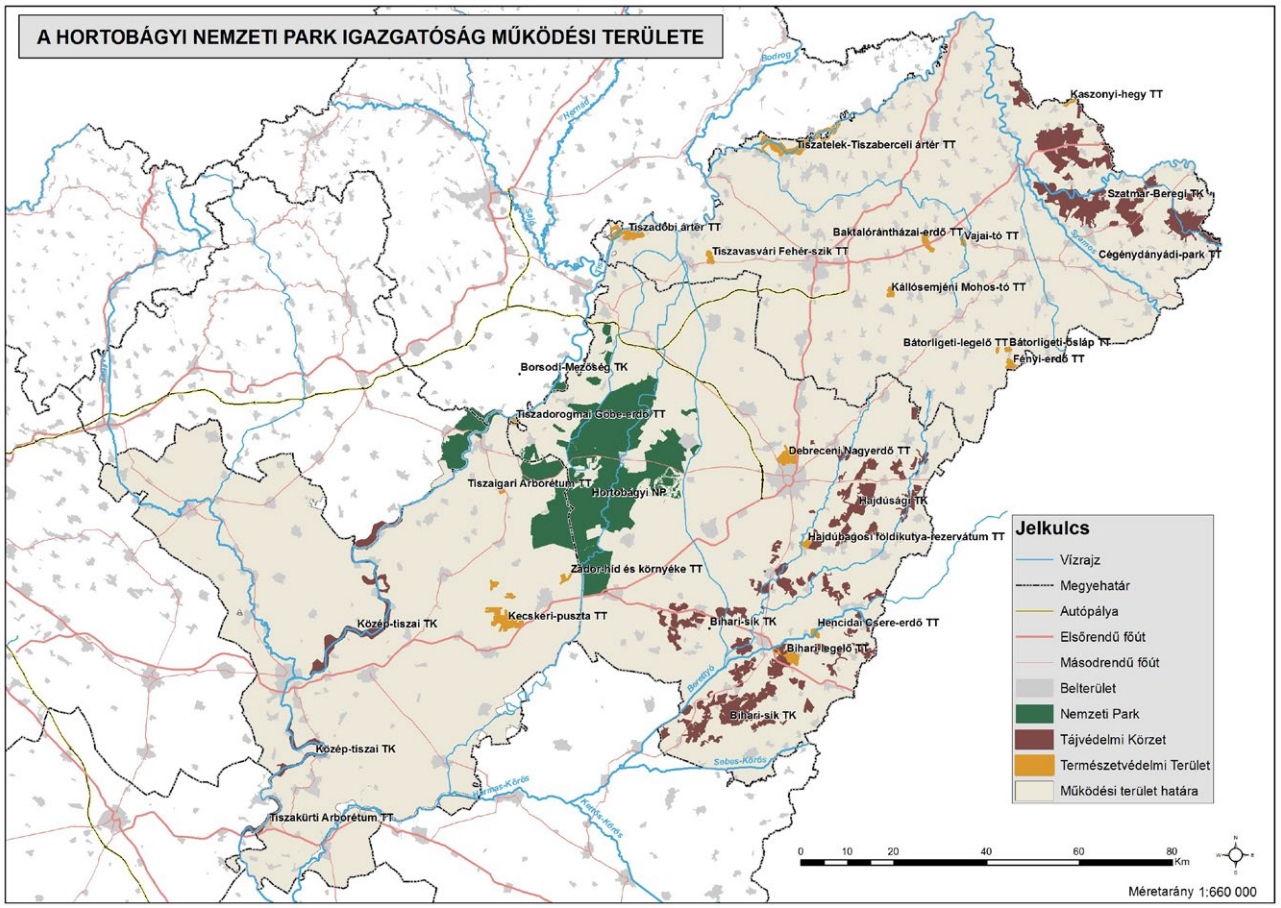
The roles and tasks of the main administrative bodies that bear responsibility for the territory in which the World Heritage property and its immediate setting are located, based on the legal and institutional frameworks currently in place, are outlined below.

5.1 Governance: actors and institutions directly responsible for the property

As outlined above, the Hortobágy National Park – the *Puszta* has a long and complex history of protection and preservation which has resulted in multiple and overlapping designations at the national, European and international levels. However, a relatively limited number of bodies or agencies appear to have responsibilities over the property and the related protected areas. Several public administrative bodies have different, often related, responsibilities for the World Heritage property and its setting, based on the legal and institutional framework in place in Hungary. In addition to public institutions, other institutions and actors who play a role within the Hortobágy *Puszta*, are identified below.

5.1.1 The Hortobágy National Park Directorate and the scope of its responsibilities and activities

The National Park includes the entirety of the inscribed World Heritage property plus some areas which were acquired after the inscription of the property. While the area of the World Heritage property is approximately 75.000 ha., the total area of the National Park amounts to almost 81.000 ha.



(Fig. 5) Areas in light grey are under the responsibility of the Hortobágy National Park Directorate (Bogyó 2016)

The Hortobágy National Park was established pursuant to the Hungarian 1850/1972 and 1851/1972 Presidential Decree to:

- protect and improve the characteristic natural values of Hortobágy and preserve the peculiar landscape, flora and fauna of Hortobágy;
- safeguard undisturbed breeding and migration of the specific avifauna of the Hortobágy; and
- preserve and interpret in authentic form the traditional way of life of the plains, the ancient breeds of domestic animals, cultural values and historical monuments of the Hortobágy, considering their outstanding national and international importance (Nature Conservation Management Plan of the Hortobágy National Park 1997: 3).

This Decree was followed by ministerial decrees of 1990, 1993, 1996 and 1998, mainly for boundary extension purposes.

Parts of the National Park became Ramsar sites in 1979, with extensions in 1997 and 2008 to include the following: Zám, Pentezug, Angyalháza, Hortobágy Fishpond, Tiszafüred Bird Reserve, and from the Egyek-Pusztakócs Marshes Hagymás, Jusztus and Feketerét. The core area of the National Park was also declared a Biosphere Reserve in 1979. Furthermore, the International Dark-Sky Association (IDA) designated approximately 10,000 ha of the Hortobágy National Park as the Hortobágy Starry Sky Park (HSSP) under the IDA International Dark Sky

Park (IDSP) category in 2011.

The entire property, including a significant area outside of its boundaries, became part of NATURA 2000 which is the ecological network of the European Union [2004]. Three NATURA 2000 sites related to the property were designated under national legal reference 275/2004 Government Decree, including: 1) HUHN10002 Hortobágy Special Protection Area comprising 121.110 ha and 2) HUHN 20002 Hortobágy and 3) HUHN 20003 Tisza-tó, both Sites of Community Interest (SCIs) which were designated Special Areas of Conservation in 2010, comprising areas of 15.170 and 17.830 ha respectively.

The Hortobágy National Park Directorate (HNPD) is responsible for the designated areas indicated above and oversees the implementation of the requirements that derive from those designations. The HNPD is also responsible for the protection and management of protected areas in three other counties (Hajdú-Bihar, Jász-Nagykun-Szolnok and Szabolcs-Szatmár-Bereg) covering around 2 million hectares and including 22 protected areas, 7 Biosphere and forest reserves and 130 Natura 2000 sites (Bogyó 2016). The HNPD employs around 180 people and is comprised of the following departments: Nature Conservation, Projects & Development, Property Management (Agriculture, Hunting, Forestry), Tourism, Administration, and Technical and Financial Departments.

In 2013, following the promulgation of the Act LXXVII of 2011 on World Heritage and pursuant to the Ministerial Decree 32/2012, the HNPD was appointed as the management body of the World Heritage property and made responsible for:

- co-operation with the author(s) of the World Heritage Management Plan and its Background documentation, and initiation of the revision of the management plan if necessary;
- participation in the international cooperation to implement the World Heritage Convention, with responsibility for any reports to UNESCO;
- compilation of the Management Handbook and its implementation;
- reporting to the Minister in writing on fulfilment of the support agreement;
- monitoring the implementation of the 2nd and 3rd paragraphs of Section 13 of the 77/2011 World Heritage Act; and
- co-operation with local stakeholders particularly the ones active in the conservation, interpretation and tourism development of the site. (Act LXXVII of 2011, Ministerial Decree 32/2012)

The HNPD appointment is valid for a seven-year period and can be extended.

A World Heritage Coordinator was appointed within the Directorate in 2013, and is responsible for the daily implementation of HNPD's legal obligations as the management body of the World Heritage property. National park staff includes 6 nature conservation officers, 10 rangers, and 34 employees of tourism, in addition to the general office support, who all assist in the protection of the Hortobágy WHS. The 2011 World Heritage Act also provides the option of having a World Heritage Regional Architectural Planning Jury that has not yet been established to date.

The protection of the cultural heritage properties, such as csárdas, historic bridges, kurgans and sweep wells within the boundaries of the National Park, also fall under the responsibility of the HNPD.

The HNPD holds management responsibilities for the waterbody of Lake Tisza with regard to its

natural values; however, the Lake continues to be managed by the Mid-Tisza Regional Directorate of Water Management, which does not sit in the permanent working group at the ministerial level. The Lake Tisza management unit comprises some 14.5 percent of the property's area.

In addition, two other bodies are directly engaged with management of some aspects of the property: the **Hortobágy Nature and Gene Conserving Ltd.** (hereafter Hortobágy Ltd.) and the **Hortobágy Fishery**. The two organisations represent a durable inheritance of the past, as they were both established in 1948 before the creation of the National Park, under the previous names of State Fishery and State Farm. Each organisation had its own source of funding and carried out its own programmes of activities independently from the HNPD, although they have recently become part of the HNPD.

The Hortobágy Ltd. is a public agency working under a non-profit right regime as a public Trust. It resulted from the re-organisation of the collective farm in 1994 following the fall of the communist regime. By statute, it performs tasks related to breeding and interpreting of traditional Hungarian domestic and livestock species, maintaining the traditional grazing methods according to "the Rules of the *Puszta*", and preserving the traditions of nowadays-existing herdsmen culture. The Hortobágy Ltd. employs around 200 people, 75 percent of whom work in the farming and cattle breeding sectors, including herdsmen and shepherds who carry out traditional herding and grazing practices. It manages around 7500 ha of land (including areas that it leases from the National Park), and owns 3569 heads of grey cattle, 534 water buffalos, 2025 Hortobágy (racka) sheep and 200 horses. The Hortobágy Ltd. sustains its functions through revenue derived by the sale of the meat products and the operation of the Hortobágy Inn, but also relies substantially on EU subsidies. It also runs the Park for Domestic Animals of the *Puszta* which is an educational and eco-tourist centre.

The Hortobágy Fishery breeds, supplies and processes fish farmed in the fishponds located within the National Park territory, through environmentally-conscious methods. It employs 127 people, and offers eco-tourism and educational services as well as veterinary, hydro-biological, environmental and natural conservation consultations.

5.1.2 Roles and responsibilities of Ministries

A number of ministries and related bodies bear various responsibilities with regard to the Hortobágy National Park – the *Puszta* World Heritage property. The most relevant are listed below, with a summary of their main functions and duties.

The overall responsibility for cultural heritage protection and World Heritage properties lies with the **Ministry of the Prime Minister's Office**. The protection and management of the tangible cultural heritage is regulated by legislation, principally Act LXIV of 2001 on the Protection of Cultural Heritage, the latest amendments of which occurred in 2016.

The Ministry of the Prime Minister's Office formulates government measures related to rural development, as well as spatial planning, along with other strategic areas, thus functioning as a super-ministry of the Hungarian Government. The Hungarian World Heritage Commission also operates under its administration, and is a sub-committee of the Hungarian National Commission for UNESCO and plays an advisory role for the minister responsible for World Heritage matters.

From the 1st of January 2017, the Prime Minister's Office took over the functions performed by the Gyula Forster National Office for Cultural Heritage Management, which was created in 2012 as the main governmental organisation for tangible cultural heritage. The Forster Centre was the successor of the Office for Cultural Heritage Protection, founded in 2001, which in its turn, inherited functions of earlier existing professional institutions.

In the Prime Minister's Office, World Heritage matters belong to the Deputy State Secretariat for Public Affairs, Heritage and High Priority Cultural Investment Projects, which also provides the Secretariat for the World Heritage Commission of the Hungarian National Commission for UNESCO, and liaises with the ICOMOS National Committee and other non-governmental organizations related to World Heritage in Hungary.

The public administration system for archaeological and built heritage is operated through 21 District Offices of the Government Offices of Counties and in the capital, Budapest. Their main role is issuing permits for works that affect the cultural heritage present at sites. The scientific research and preventative excavations of archaeological sites are carried out by museums with archaeological authorisation (with their tasks including the exhibition of cultural heritage for the public), the Institute of Archaeology of the Hungarian Academy of Sciences, and universities with an archaeological department.

The archaeological sites and historic monuments of the property are managed according to the 2001 Act on the Protection of Cultural Heritage, and are listed in an official national register. Furthermore, the supervision of listed/protected (historical) monuments and listed archaeological sites has a national institutional structure (heritage protection authority: Government Offices) and they have the above-mentioned protection by law (under the Act). Kurgans are ex lege protected by the 1996 Nature Conservation Act. There is also a register of kurgans and sweep wells jointly maintained by the Ministry of Agriculture and HNPD.

The **Ministry of Agriculture** is responsible for a range of functions, including environmental protection, sustainable management of natural resources, the diversity of rural land use, rural development, food retail chains, and agricultural economy. According to the law in force (KvVM decree No. 29/2004), the authority power was intentionally separated from the power responsible for nature conservation: the authority power is exercised by the Department for Environment, Nature of the respective county offices (county level division of government offices' authorities), while the handling of nature conservation remains in the scope of the national park directorates. Cultural authority responsibilities are also delegated to the county offices. While these county offices have been established on county level, indeed, they are regional establishments of the central government system.

The **Agricultural and Rural Development Agency** (ARDA) implements the aid instruments financed from both European Agricultural Guarantee Fund (EAGF) and European Agricultural Fund for Rural Development (EAFRD), as well as national schemes. It is the key partner for farmers and organisations running agricultural activities (e.g. the Hortobágy Ltd. or the Hortobágy Fishery). The **Ministry of National Development** is responsible, among other issues, for infrastructure development (transportation and energetic corridors) and tourism.

5.1.3 Roles of Counties and Municipalities

Counties and municipalities also exercise powers and responsibilities that are relevant for retaining the values of the World Heritage property.

Counties are responsible for specialized education services, economic development services, spatial planning, environmental protection, promotion of tourism, and road operation and maintenance (through the County Road Operator Company). The territory of the World Heritage property falls mainly within the Counties of Hajdú-Bihar and Jász-Nagykun-Szolnok and within the counties of Heves and Borsod-Abaúj-Zemplén to a smaller extent.

Municipalities are responsible for wastewater treatment and water supply, road maintenance, local public transport, public hygiene, sanitation, social welfare, fire protection, minority rights protection, local development, environmental protection, and development planning which also includes land use and local building orders based on the objectives and binding regulations established by the Counties and the obligations for settlement/ townscape protection derived from Act 191/2016. Further protection obligations of municipalities for settlement and townscape derives from the Act LXXIV of 2016.

The territory of Hortobágy, including the World Heritage Property, falls under the administrative responsibility of the following municipalities: Ároktő, Balmazújváros, Egyek, Görbeháza, Hajdúböszörmény, Hajdúszoboszló, Hortobágy, Karcag, Kunmadaras, Nádudvar, Nagyhegyes, Nagyiván, Négyes, Poroszló, Püspökladány, Tiszabábolna, Tiszacsege, Tiszafüred, Tiszavalk, Újlőrincfalva, Újszentmargita.

Local governments, under the jurisdiction of the municipalities, also have a role in the protection of cultural heritage at a local level, as they have the right to issue local protection decrees for archaeological sites and historic monuments within their territories. Local museums are also sustained by the local governments.

Therefore, both counties and municipalities bear important responsibilities, exercise powers and make decisions that may have an impact, either positive or negative, on the property and its values.

5.1.4 Connections to National Level Coordination

The Act LXXVII of 2011 on World Heritage (hereafter the 'Act') establishes the principle of cooperation among state and local governmental bodies, churches, civil and other organisations, as well as individuals, to achieve effective protection of inscribed World Heritage properties and those on the tentative list to ensure their values are protected and sustained.

To achieve this purpose, the Act has established coordination mechanisms at the ministerial level, which include the creation of inter-ministerial commissions for each Hungarian World Heritage property in order to ensure a high level of coordination and cooperation. Annex 1 to the Act lists all ministers responsible (as of 2017) working with the Ministry of the Prime Minister's Office in relation to performing tasks related to World Heritage. The joint work is achieved in the World Heritage Commission and working groups with regard to legislative and other processes.

According to Annex 1 of the Act, the ministers responsible for the protection of the World Heritage Property of Hortobágy National Park - the *Puszta* are the following:

- Minister responsible for agrarian policy; (currently, the Ministry of Agriculture)
- Minister responsible for construction; (currently, the Ministry of the Prime Minister's Office)
- Minister responsible for the use of EU funds; (currently, the Ministry of the Prime Minister's Office)
- Minister responsible for organising public administration; (currently, the Ministry of the Prime Minister's Office)
- Minister responsible for nature protection; (currently, the Ministry of Agriculture)
- Minister responsible for spatial planning; (currently, the Ministry of the Prime Minister's Office)
- Minister responsible for settlement development and settlement planning; (currently, Ministry of the Prime Minister's Office); and
- Minister responsible for tourism; (currently, the Ministry of National Development)

The above responsibilities are subject to periodic change, for various political and organisational reasons, and each minister appoints his/her respective delegates to the World Heritage Committee.

The Ministry of Agriculture operates a World Heritage Working Group with representatives from those National Park Directorates where World Heritage Sites are situated in the operation area of the NPD (currently four directorates, two of them are the appointed World Heritage managing organizations, too). The Working Group addresses issues relevant to nature conservation or landscape protection. Depending on the topics, further experts or representatives of the ministry responsible for World Heritage issues can be invited to participate.

5.1.5 Opportunities for strengthened cooperation among the state and local administrations

The governance model for the Hortobágy National Park is state-led. The HNPD is a peripheral structure of a ministry and not an autonomous self-determining entity – as is often the case for National Parks – and therefore its structure does not include any assembly or council body involving local authorities or other public institutions.

The 2011 Act sets out principles of cooperation among all constituencies in Hungary with the aim of protecting World Heritage properties, establishes mechanisms to ensure coordination at the ministerial level, and defines the scope and content of management plans and tasks of the local administrations. Local authorities are called to make their spatial plans consistent with the objectives of the World Heritage management plan and with the overall aim of protecting the OUV of World Heritage properties.

The Act, therefore, represents a crucial governance instrument, as it provides the legal framework for coordination and cooperation at the state level, while the permanent working group related to the World Heritage Committee established by the 2011 World Heritage Act operating for Hortobágy represents a platform for permanent dialogue and exchange among the various branches of the ministries and related agencies. On the other hand, the principles established by this Act for inter-institutional cooperation at the local level, and between the State and the local levels, which have not been made operational yet.

The tasks and responsibilities of municipalities and counties, however, suggest that establishing cooperation and coordination mechanisms between the regional/county branches of the state administration and the local administrations may offer opportunities for strengthening the dialogue between the managing body (the HNPD) and the other local public stakeholders and help to

achieve a more effective and sound governance as well as management.

Cooperation at the site management level with other organisations or administrative bodies is performed under Decree 32/2012.10 which states that the WH management body is responsible for the cooperation with local stakeholders, especially those who actively participate in conservation, interpretation and tourism development at the site basis, although no specific framework or process exists. For example, during development of the new management plan, both the Hortobágy Ltd. and the Hortobágy Fishery, as well as the Municipalities, were invited to contribute and participate in the discussions/meeting during the various phases of the plan's development, which dialogue is regulated under the 315/2011 Governmental Decree. This is an important indicator that conditions are ripe for developing mechanisms to strengthen the cooperation between the HNPD and the local governments. Specifically, in relation to this project, increased cooperation could be helpful to the HNPD in the establishment of a buffer zone for the World Heritage property. Cooperation and dialogue have also been built by the HNPD with farming associations through the development of land lease contracts between the parties, in connection with government efforts, for the purpose of carrying out management activities related to traditional farming and grazing. These contracts, while part of the legal framework, are subject to change based on EU funding and subsidy schemes.

6. Management Systems and Instruments

The management and the conservation of the National Park, World Heritage property, and other conservation sites in and around Hortobágy National Park, are the responsibility of Hortobágy National Park Directorate (HNPD) and are subject to various conservation objectives.

Based on the 2011 World Heritage Act and pursuant to the 32/2012 Ministerial Decree, the HNPD has been operating under a renewable 7-year mandate as the management body of the World Heritage Site, excluding a portion of the waterbody of Lake Tisza (comprised of approximately 14.5% of the property's area), which is managed by the Directorate of Water Management. The 2011 World Heritage Act provides for the operation of a World Heritage Regional Architectural Planning Jury that has not yet been established.

6.1 Land tenure, boundaries and zoning

The State owns 98.5% of the land of the World Heritage Property, and private or communal properties make up only 1.5% of the area which affects its governance structure. HNPD leases a significant part of the grassland to livestock breeders, but also manages agricultural land on its own or through the Hortobágy Ltd. This is reflected in HNPD's budget structure, for although the directorate receives government funding from the Line Ministry, this funding amounts to approximately 10% of HNPD's total revenue, and an additional 10% revenue comes from entrance fees. To date, 80% of its total revenue has been more or less directly related to traditional land use practices and land tenure: 15% merchandise, 15% agricultural subsidies and 50% operational income (for example, from land leases). In previous years, HNPD had received EU payments on an annual basis for maintenance of farmland; however, the 2016 governmental provision that excludes HNPD's further eligibility for agricultural subsidies will not only cause a significant budget cut, but could also result in substantial difficulties in maintaining grazing grounds directly managed by HNPD.

Some of the most important contemporary planning instruments that support the ecological keystone process of traditional grazing and ensure the integrity of the ecosystems of the Hortobágy *Puszta* derive originally from what nature conservation management planning allowed and pursued. They have been successfully reinforced by EU legislation, which provides legally binding conservation measures for the designated NATURA 2000 sites. It is important to note that those designations comprise an area significantly larger than the property itself, so that effective buffer zoning (even if only partially) has taken place for the first time. Both the national and European ecological networks are part of the National Spatial Planning Act (2003) and have to be considered in all subordinated spatial planning documents.

While the territory included in the National Park is protected and its use regulated and overseen by the HNPD, the immediate surrounding areas, if not protected through other designations, are solely within the responsibility and the competence of the County and of the municipalities. Therefore, a buffer zone is envisaged and is currently under development in the framework of the World Heritage Management Plan, which will be elaborated by the HNPD. Legally, the process is that first, the buffer zone in the national park has to be established, and then, the buffer zone of the WHS can be established with minor boundary modifications. In 2013, the HNPD met with every local municipality area within the intended buffer zone to discuss the concept of the buffer zone, detail the potential boundaries, and analyse whether the envisioned area regulations are aligned with local plans. Thirty out of thirty-two municipalities supported the idea of the buffer zone, and no major clash of interests was identified. Transportation and energy infrastructures, and decisions related to their location, are the responsibility of the Ministry of National Development.

6.2 Management planning

Various conservation statutes for Hortobágy WHS require that a number of management plans are created, and while there are several planning documents or drafts, no management plan has yet been put in force.

Nature Conservation Management Plan. The National Park has been managed on the basis of the 1997 (and earlier) *Nature Conservation Management Plan for Hortobágy National Park*. Although this plan was never officially enforced and has, in fact, expired, the detailed and comprehensive objectives and regulations/provisions inter alia on both grassland and property management which it contains, seem to have been followed. Many of those provisions have been incorporated into the 2014 tenancy agreements on agricultural land concluded between HNPD and farmers.

World Heritage Management Plan. Based on the 2011 World Heritage Act and the 315/2011 Government Decree*,* a *World Heritage Management Plan* will be elaborated and entered into legal force as a governmental decree. Its implementation on the property will be ensured through a *Management Manual*. In Hungary, there is a program for the creation of World Heritage Site management plans that is the responsibility of the Prime Minister's Office which selects responsible bodies to create individual management plans through a procurement process. The elaboration of the World Heritage Management Plan and the Management Manual for the site has been entrusted to HNPD, which was selected through the procurement procedure. A draft of the Management Plan in Hungarian is already available. Management plans for other World Heritage Sites, including other cultural landscapes, were commissioned to professional planning

companies and other consortia by means of the same public procurement process of which the HNPD was involved.

The 2011 World Heritage Act prescribes that relevant local municipalities, land owners, local governments, as well as scientific, professional and social organisations shall be involved in the development of the management plan. Pursuant to art. 7 of the World Heritage Act, the 'management of the world heritage sites covers provisions for using, developing, presenting and, if necessary, restoring world heritage sites, furthermore the harmonisation of activities concerning the preservation and the sustainable usage of the world heritage sites.' It includes:

- documenting the state of conservation of the property,
- setting out criteria for its sustainable use to be implemented and enforced through the management plan, and
- cooperation with relevant stakeholders to ensure harmonisation with other existing plans such as spatial plans and settlement planning tools.

The World Heritage Management Plan will be approved by governmental decree and shall enter into force for a 7-year period. The 2011 World Heritage Act provides a five-year period for harmonising the spatial plans of affected municipalities with the approved World Heritage Management Plan.

Harmonisation will also be needed in the cases of the NATURA 2000 site management plans, and the mandatory nature conservation management plan for Hortobágy National Park (which will be put into effect by ministerial decree). This may present some challenges, as the three documents have different requirements for their format, content and validity period.

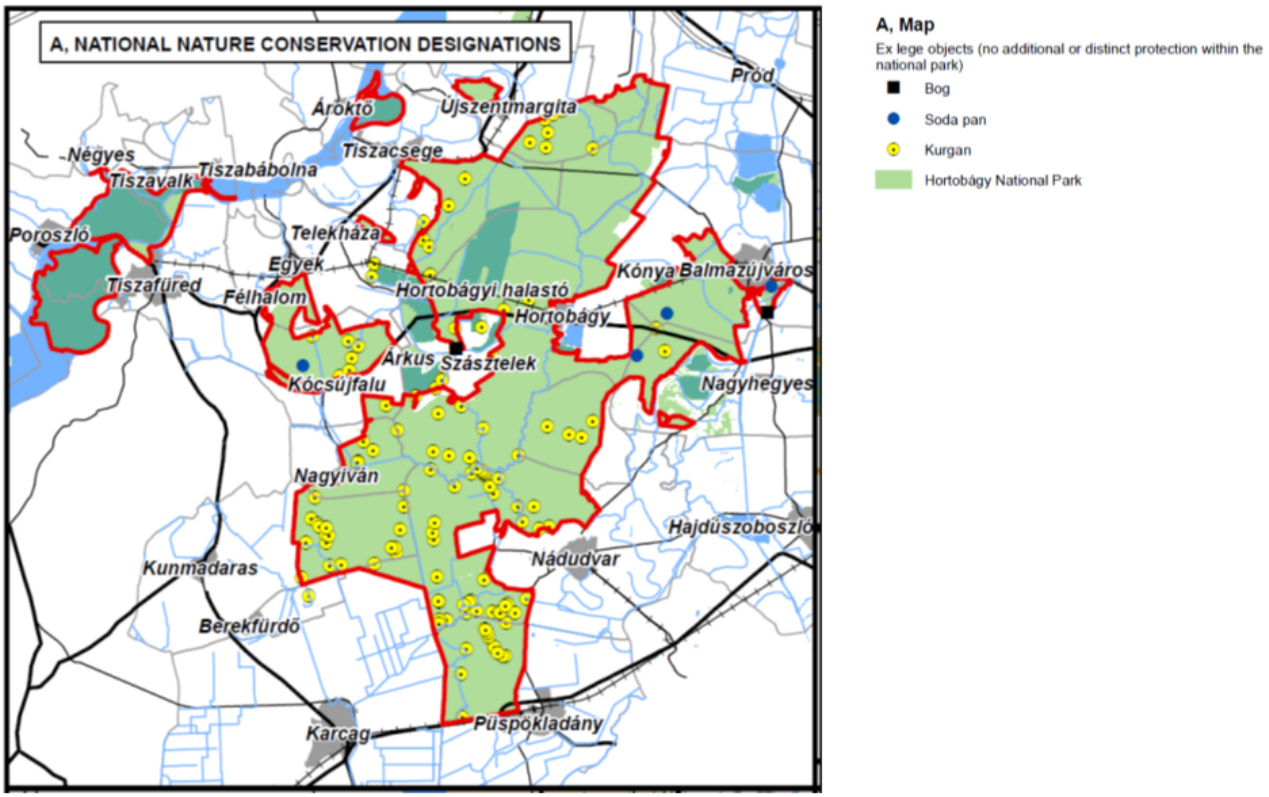
NATURA 2000 Conservation Measures and Site Management Plans. As an EU member state, Hungary is obliged to establish, throughout its territories, the EU-wide ecological network NATURA 2000 pursuant to the provisions of Council Directive 92/43/EEC (Habitats Directive). After completion of a demanding selection procedure, the NATURA 2000 network now consists of designated Special Protection Areas (SPAs) subject to Directive 79/409/EEC, 2009/147/EC (Birds Directive) and Special Areas of Conservation (SACs) subject to the Habitats Directive. As the EU-wide process of choosing NATURA 2000 sites nears its conclusion, attention is now turning towards their management. Within six years of their designation as Sites of Community Importance, Member States need to designate these sites as SACs and adopt any necessary conservation measures, including appropriate management plans and other measures which correspond to the ecological requirements of the natural habitat types and the species of Community interest. SPAs designated under the Birds Directive need to be managed in accordance with the ecological needs of habitats of birds. The Directives make it clear that conservation objectives must take account of economic, social, cultural, regional and recreational requirements. According to the information given in the latest NATURA 2000 Standard Data Forms, there are no management plans yet in force for the three NATURA 2000 sites of Hortobágy SPA, Hortobágy SAC and Tisza-tó SAC, all of which extend beyond the WHS.

A management plan for Tisza-tó SAC is now completed, while the plan for Hortobágy SAC is expected to be finalized in 2018. In the meantime, the Standard Data Forms already outline legally binding *Conservation Measures* defined for each SPA and SAC to ensure the so-called *Favourable Conservation Status*. They comprise provisions on hay-making (to protect the Great

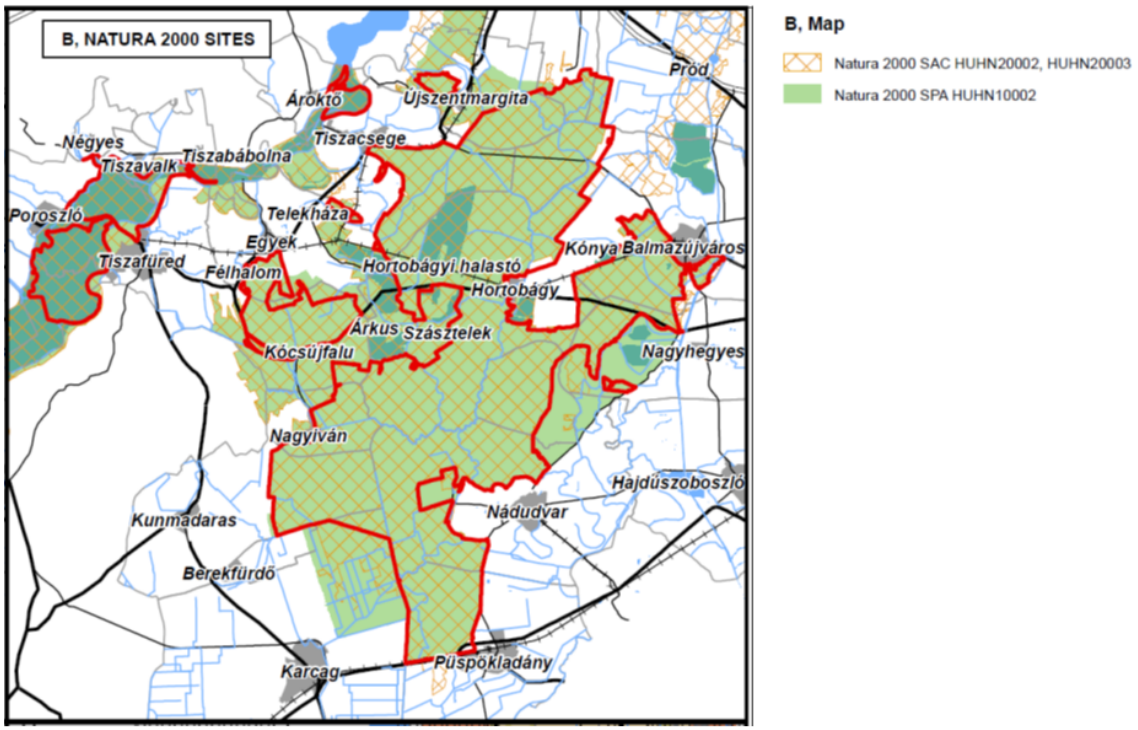
bustard, Aquatic warbler, Red-footed falcon), management of both surface and ground water (to protect cranes, Aquatic warbler, waders, Ferruginous duck, geese), minimum livestock density (to protect waders, Stone curlew, grebes, harriers, Red-footed falcon, Saker falcon), fish farming (to protect grebes, terns, White-tailed eagle), and harvest of reed and hunting (to protect cranes, Ferruginous duck, geese).

IDSP Lighting Plan. This plan recognises the dark sky and the absence of obtrusive light as landscape values and elemental scenery. It identifies the HSSP boundaries, the Natural Dark Zone (NDZ) with no artificial lights, and Low Ambient Light Zones (LALZs) which are the only locations in the park where permanent outdoor lights are allowed. The Lighting Plan includes regulations on outdoor lighting referring to construction, light output and total luminous flux as well as the design of traffic routes. A public observatory is currently in the planning stages.

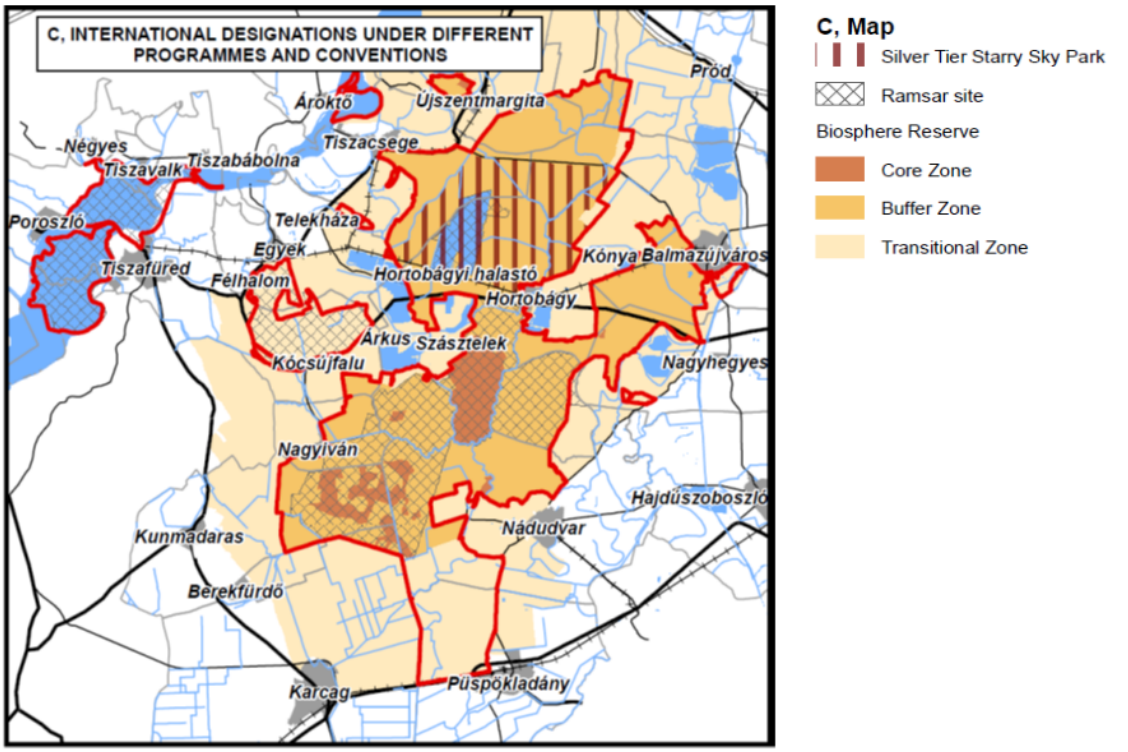
The following maps illustrate the arrangement of the different zones with respect to sites categorised according to national (National Park) and European (NATURA 2000) legislation, as well as international conventions (World Heritage, Ramsar), programmes (Biosphere Reserve) and initiatives (IDSP):



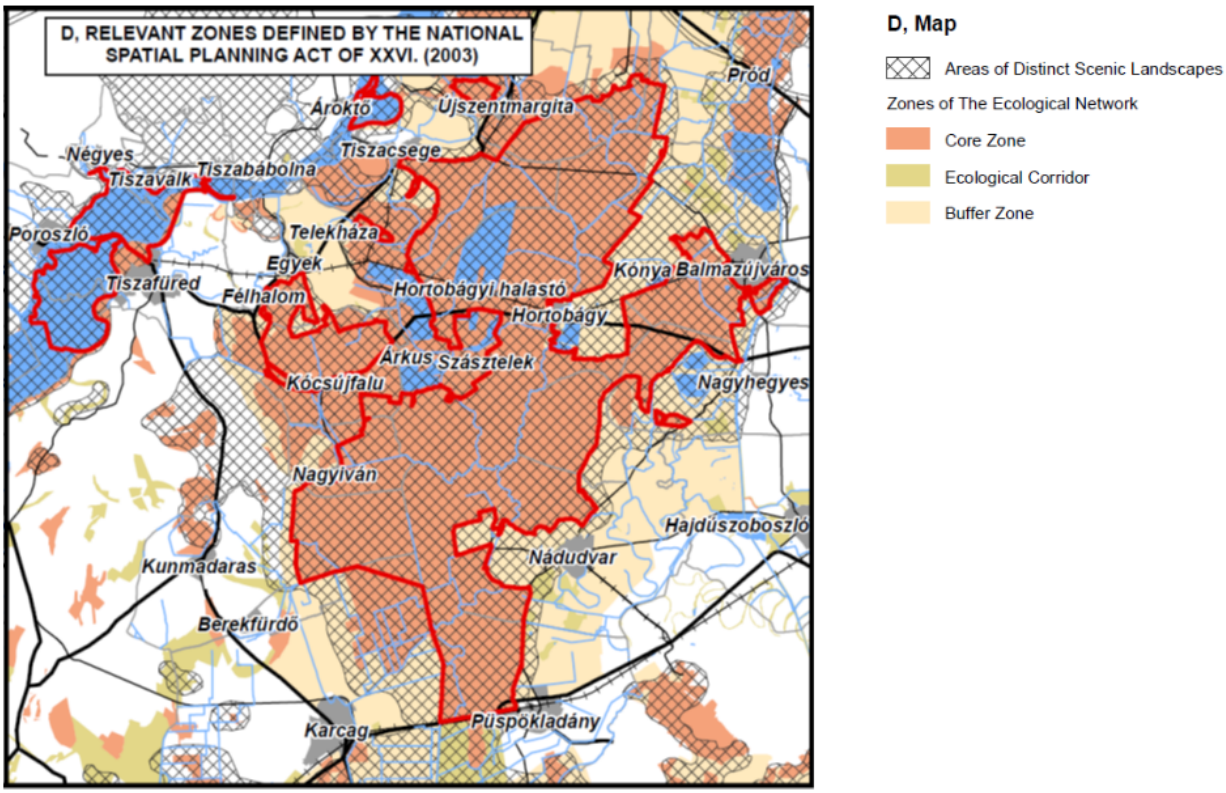
(Fig. 6) Map showing the National Nature Conservation Designations for the Hortobágy National Park – the *Puszta* (HNPD 2016b)



(Fig. 7) Map showing the Natura 2000 Sites for the Hortobágy National Park – the *Puszta* (HNPD 2016c)



(Fig. 8) Map showing the Hortobágy Starry Sky Park and Ramsar Site at the Hortobágy National Park – the *Puszta* (HNPD 2016d)



(Fig. 9) Map showing the 'Relevant Zones Defined by the National Spatial Planning Act of XXVI', (2003) for the Hortobágy National Park – the *Puszta* (HNPD 2016e)

The World Heritage Management Plan covers additional management issues not considered in the Nature Conservation Management Plan, mainly related to the preservation of cultural values such as:

- archaeological heritage;
- built heritage (such as maintenance, reconstruction, protection and interpretation of listed historical monuments, ruins and traditional pastoral facilities, removal of alien structures and buildings, traditional placement of facilities, proper use of buildings, reintroduction of traditional building technologies and materials); and
- tangible and intangible heritage (such as vocational training of herdsmen and knowledge transfer, pastoral identity, handicrafts, establishing "Puszta archives").

Other fields such as scenery and visual integrity and land use are covered by both plans. However, the Nature Conservation Management Plan stipulates definite instructions on management of woodlands and grasslands, reed beds, fishponds, arable land, vineyards and orchards, tree plantations and abandoned land, as well as restrictions related to the protection of geological and geomorphologic values, habitats, species, landscape and cultural heritage. The importance of NATURA 2000 management plans lies in the implementation of specific and definite conservation measures in combination with EU payments to land users/farmers.

6.3 Implementation

6.3.1 Overview

As outlined in previous chapters, certain habitat types are of utmost importance for both biodiversity and the appearance of the Hortobágy *Puszta* landscape. This is especially true of grasslands and marshes, where collective grazing has shaped the habitats, and as a consequence, the scenery of the Hortobágy *Puszta*. Collective grazing is the intersection of successful management of both the protected areas and the World Heritage Site, and the following section examines collective grazing and pastoralism in terms of management.

While the natural-cultural connections at the site are not prioritized in terms of the criteria of the OUV, the natural conditions have historically influenced and determined human activities and related cultures. The very word *Puszta* best represents this principle of the pastoral society. The Slavic verb *pustiti* means *leave it (alone), let it be*, with the Hungarian connotation outlining that *Puszta* is a place of ‘barren land', and has traditionally been seen as a place that is not worth intervention.

6.3.2 Pastoralism

While the justification for inscription of the property recognizes the pastoral society as a value, it does not specify the time period to which it relates. While the nature-culture connection does not involve priority, natural conditions have always determined human activities and related cultures. Given the appearance of attributes such as the autochthonous breeds, traditional costumes, and landscape and property patterns of the Hortobágy *Puszta*, it is likely that pastoralism developed during the golden age of the town of Debrecen, mainly during the 18-19th centuries. Pastoralism is not only a cultural keystone process which runs the Hortobágy *Puszta*, but is also an ecological process which includes concepts like the acceptance of natural limitations such as alkaline soils and marshes, as well as land-use during periods of flooding and as a result, the acceptance of natural limitations generates adaptation. Also as an ecological phenomenon, grazing had been an ongoing process in pre-human times. Only recently have the long existing ecological processes been labeled as such, and thus, the phenomenon and the birth of scientific terminology are not to be misinterpreted, and mixed. The autochthonous breeds themselves and the traditional facilities of herders, for instance, can be seen as results of adaptation to the harsh conditions of the Hortobágy landscape.

In the case of *Puszta*, one can say that pastoralism had developed to such an extent because of:

- the existence of a vast continuous area of grazing grounds that allows the driving of large herds over the year,
- the great distance of those grazing grounds to settlements and to residences of the owners of the stock what hampers them to drive the animals back home on a daily basis,
- long-lasting large entities which demand a considerable number of herdsmen over a period of several generations.

6.3.3 Collective Grazing

Promoting collective grazing practices could also contribute to the sustainability of grazing and animal rearing. This almost uninhabited land was owned by major cities outside the Hortobágy, and grazing districts were established to provide sufficient lands to sustain the herds and cattle

of the owners, involving an intricate management and regulation structure. Collective grazing practices also were affected by the mosaic of habitats and annually changing natural conditions (i.e. grassland qualities).

Although the latest research emphasises the natural origins and appearance of open steppe habitats of Hortobágy WHS, it is clear that the present appearance of the Hortobágy *Puszta* has been shaped and overlaid by traditional grazing and pastoral systems which have been crucial for the maintenance of the steppe environment over the years. Besides the natural processes of both alkaline soil and flooding, grazing should be considered as the third keystone contributor to ecological processes necessary to preserve the rich biodiversity and natural values of Hortobágy WHS. A prominent example is the four-leaved clover (*Marsilea quadrifolia*), a NATURA 2000 species. Its abundance depends very much on pig pastures in marshy habitats where the pigs remove more competitive plants by rooting, and thereby facilitate the abundance of this fern species. Because of the disappearance of pig pasture, four-leaved clover can now be found only in sparse numbers and in very few places in Hortobágy WHS. Rooting by the pigs also creates additional patterns in the micro relief and facilitates the abundance of annual plants which, in general, are better pasturage for cows and horses. There is also evidence that pig pastures increase the abundance of rare bird species in reeds of Hortobágy WHS (Vilagosi 2005). As evidenced by the previously mentioned example of the four-leaved clover, it is clear that changes in the mix of livestock not only could cause changes in ecosystem patterns, but could also result in dramatic changes to the OUV aspects of the property.

It is important to note that traditional animal husbandry systems involving various livestock benefit from different foraging and browsing behaviour. The ecological and landscape services in Hortobágy provided by grazing have been based on a typical mix of livestock including a combination of horse, donkey, cattle, sheep and pig pasture that are dependent on diverse grazing ground conditions and season. The Hungarian Grey Cattle, the Mangalica Pig, the Racka Sheep, and various horse breeds have been the most prominent livestock of Hortobágy. In addition, the browsing behavior by wild goose and crane during periods outside of the grazing season also effects the rejuvenation of pastures and demonstrates the strong nexus of natural processes and human activities.

Recent changes to grazing practices are affecting the Hortobágy *Puszta* as well. One example is a result of the emergence of smaller family farms after the fall of the Iron Curtain in the 1990s. Although most often following collective ways of grazing, family-businesses tend to:

- be independent;
- seek alternative practices of animal husbandry, such as fencing instead of drove management by herders, use of modern instead of autochthonous breeds, or changes in the composition of livestock;
- secure grazing grounds close to their farm, in particular when their business is based on milk production; and
- gain sufficient acreage to ensure fodder supply, sometimes at the expense of grazing grounds.

While the 1997 Management Plan of Hortobágy National Park has provided well-elaborated and clear provisions on management of both Commons and meadows, collective grazing practices need to be promoted as the prevailing practice and value of the Hortobágy *Puszta*, including as part of the tenancy agreements in force. HNPD also runs traditional grazing practices through the

Hortobágy Ltd, which rears a number of heads of autochthonous domestic breeds sufficient for in-situ conservation, including Hungarian Grey Cattle, Racka Sheep, Nonius Horses and Buffalo.[4]

(Fig. 10) Photograph of a herd of Nonius Horses at the Hortobágy National Park – the *Puszta* World Heritage Site (Gugić 2016b)

While the Hortobágy Ltd. does not rear Mangalica pigs in-situ, all three types (black, blonde and swallow-bellied) appeared in the Hortobágy *Puszta*, particularly in marshes, but must now be seen as disappearing attributes to the site.

The Hortobágy Ltd. manages about 6872 ha of grasslands and 656 ha of arable land under organic farming provisions. Considering both the number of heads of livestock and the surface area of agricultural land, the Hortobágy Ltd. is a large-scale farm and possibly the most significant land user of the property. The Hortobágy Ltd. also employs herdsmen and promotes the tradition of pastoralism of the Hortobágy *Puszta*.

In this way, the HPND and its Hortobágy Ltd. can be seen as a contemporary successor of the historic large-scale landowner and symbolically, HNPD is seated in the town of Debrecen, the former “ruler” of Hortobágy *Puszta*. However, current indications of fragmentation of both vast grazing grounds and long-lasting large entities, could present problems for the ecological keystone process of grazing as well as impair the cultural keystone process of pastoralism. Non-

[4] All statistics taken from the Hortobágy Ltd. Powerpoint Presentation

ecologically sensitive grazing practices, such as, the installation of electrical fences by individual farmers or small farm associations that lease land from the Park to delimit the grazing areas of cattle affect the visual qualities of the landscape and cause ecosystem fragmentation.

The HNPD, as the land management entity, has the right to prohibit fencing on its leased land, but this is not always a viable solution. In some cases, fences (for example, along roads), are effective. Individual farmers cannot always afford to hire herdsman on a permanent basis, and also complain of the shortage of reliable and experienced herdsmen available for employment, although there is potential for the expansion of this profession by providing vocational training for herdsmen to combat high rates of unemployment and poverty in some of the municipalities.

However, the long-term sustainability of traditional herding practices and the continuation of traditional animal husbandry require strategies, that integrate a variety of actions. Some examples would be promoting collective grazing practices which would be ecologically sound and cost-effective for individual farmers, or finding ways to make the rearing and marketing of indigenous breeds more profitable for locals. While many elements of this practice still exist, today's subsidy system (including the EU funding) is not particularly supportive of collective grazing. A reconsideration of the subsidy schemes and requirements that take into account the heritage specificities of Hortobágy would be needed to ensure that collective grazing does not disappear and that it is instead celebrated and supported.

6.3.4 Herdsmen

The large undivided pastures and large herds and cattle in the Hortobágy *Puszta* gave rise to the vocation and culture of herdsmen. Historically, herdsmen were employed by individual farmers and associations before WWII. Herdsmen were then employed by the State Farm which was the precursor to the Hortobágy Ltd., and now the majority of herdsmen continue to be employed by the Hortbágy Ltd. There is an increasing shortage of skilled herdsmen generally in Hungary, and in the Hortobágy WHS, as well. The presence and skills of herdsmen is crucial, as they use the pastures in the way that is optimal both for the ecosystem and the animals in their care, and represents a unique culture and way of life which embeds precious traditional knowledge on the ecosystems of the Hortobágy *Puszta*.

The problem is manifold:

- this very hard work and life does not provide much incentive to youth;
- individual manpower is very expensive, and easy access to electric fencing discourages the use of herdsmen while causing ecosystem fragmentation and visual disturbance;
- neither the traditional learned skills nor formal educational training is available, resulting in the disappearance of this vocation.

The Hortobágy Ltd. provides forms of training for individuals interested in pursuing this profession, although there is no traditional or formal vocational training. Instead, trainees observe and are actively involved with experienced herdsmen and shepherds at work, and are essentially apprentices being monitored by elder shepherds. The goal is to promote this training at a young age while ensuring formal education is retained.

As the Hortobágy Ltd. considers that the number of herdsmen is sufficient for carrying out their own activities, it has not acted to organise the training, in a more structured way.

6.3.5 Restoration

Hortobágy WHS experienced certain major interventions that have induced severe changes in its landscape elements and ecosystems, including the 19th century large-scale water regulation works alongside the Tisza river, drainage of marshes and completion of fish ponds, and the transition of grassland into rice-fields and corresponding irrigation systems during early communism in the 1950's. HNPD taken action to mitigate those interventions and has undertaken remarkable efforts in restoration of habitats and landscape. A number of large scale projects for the restoration of the landscape features and ecosystems have been completed or are planned, representing an important proactive management activity, as they contribute to the re-establishment of favourable conditions for the ecological processes of the Hortobágy *Puszta* in order to reclaim areas that were modified in the 20th century, and reduce ecosystem fragmentation. About 3200 ha of wetlands and 30,000 ha of grasslands are rehabilitated and 115,5 km or so of electric power lines have been removed. Efforts to restore wetlands and their hydrology have been undertaken since the 1970's. EU financial support, particularly through the LIFE programme, the EU's funding instrument for the environment and climate action, and the EU co-funded Environment and Energy Efficiency Operative Programme (KEHOP) enabled HNPD to rehabilitate and restore this considerable area during a period from 2002 until 2014 where 1057 km of channels of the former irrigation system and related water management structures of concrete were removed which allowed the restoration of about 30.00 ha of rehabilitated grasslands. Electric 22 kV power lines which had cut across the property mainly in west-east direction and represented a serious threat (mainly through electrocution) to larger birds such as White Stork, Great Bustard, Crane and geese and birds of prey, were removed and laid underground and hazardous core-type transformers were replaced by substations in concrete enclosures between 2006-2015. Another project that started in 2012 has helped restore the former Kunmadaras military area where artillery examinations and exercises had taken place. The area is divided into northern and southern core areas and buffer zones and comprises a 4000 ha or so, and the project is set to be finished in 2018. The durability of these restoration interventions is based on the re-establishment and sustainability of the ecological processes which includes the need for combined grazing of different animal species. This will require larger or more numerous herds and more human workforce to ensure the landscape's continued maintenance. Using a larger area of the Hortobágy *Puszta* may contribute to avoidance of over-grazing, which is currently a potential threat to the property and also increases the demand for the service of traditional herdsmen.

6.3.6 Subsidies and schemes, EU supports

To further understand the current situation of collective grazing practices in Hortobágy WHS, it is important to look at the reform of the Common Agricultural Policy of the European Union (CAP) after 2013. CAP 2014-2020 now allows Member States, among others, to specifically support small farmers. The 2014 land lease tendering regulated by the Hungarian government and conducted by HNPD on-site reflects those efforts: instead of some 200 previous units of state-owned land, there are now around 400 units which have been allocated to farmers although this may constitute a process of indirect fragmentation. In addition, CAP payments are most often handled through a 'one parcel' – 'one user' – 'one payment' approach. At the same time, it is

obvious that abandoned agricultural land cannot be found in the Hortobágy *Puszta* mostly due to the positive effects of CAP related payments.

While Hungary decided to maintain the Single Area Payment Scheme (SAPS) as the compulsory basic payment scheme, extra-payments to land users, on the basis of designed agri-environmental schemes and agri-environment-climate measures, support farming-related to nature conservation initiatives, for instance, relating to the Red-footed Falcon, the Great Bustard, Wild Goose/Crane, as well as habitat management and grassland establishment. So-called horizontal payments are related to both organic and extensive grassland management, management of traditional orchards, management of wetlands, reed management and extensive fishponds management. Less favoured area payments are promoting extensive cultures (grassland and forage crops) on environmentally sensitive areas. Finally, there are payments targeting the preservation of autochthonous domestic breeds.

All these financial instruments support nature/culture linkages to conservation and contribute to:

- the reduction/absence of abandoned grassland and other agricultural land;
- the implementation of measures targeting nature and landscape conservation purpose farming, both inside and outside the World Heritage Site; and
- the creation of a full-scale buffer-zone where sufficient protection is provided for all values and attributes of the World Heritage Site and the NATURA 2000 sites.

Both farmers and HNPD rely on these payments. During the visit, it emerged clearly that in many cases, these subsidies have been considered crucial to sustain farming activities, including grazing. However, the implementation of the SAPS basic payment scheme does not fit into collective grazing practices. The above mentioned ‘one parcel’ – ‘one user’ – ‘one payment’ approach tends to fragment, rather than to collectively manage vast grassland areas. Fragmentation can have negative impacts on the landscape character and ecosystems and does not support the employment of herdsmen, thus placing at risk attributes related to the intangible heritage, the importance of the interaction between natural and cultural heritage, and the overall OUV of the site. In addition, the allocation of these funds are scheduled to be substantially reduced and eventually stopped and it is critical to devise a strategy to deal with this loss of funding to prevent the degradation and/or potential collapse of the current farming/grazing system, which would have a negative impact on landscape values and on the ecosystems.

7. Summary: Challenges and Opportunities

Lessons learned:

Early management practices related to culture/nature interlinkages

An appreciation of the inter-linkage of nature and culture in this landscape, and a well-rounded understanding the role played by the interconnection of human practices and natural processes at Hortobágy National Park**,** is the result of research and accumulation of shared knowledge and practices since the early leadership at the site. This knowledge informs management practices, while continuing to be refined and adapted to suit changing situations at the site as a result of the

accumulation of previous experiences, pursued and achieved objectives, successes and failures, and lessons learned.

For Hortobágy, an early scientific interest in the region was supported by research in both human and natural science, and the recognition of the importance of this environment led to the protection of it for both its natural and cultural values. The first managers of the park incorporated into their management practices the inseparable nature of the cultural and natural heritage for the area. For example, they did not adopt an 'anti-grazing' approach, but rather understood grazing as integral to this landscape and recognized the importance of sustaining it and related traditional practices. This is an example of the challenges within the WH system that are faced by places with strong nature-culture interlinkages. It is also notable that HNPD – although a nature conservancy – has been recognising collective grazing practices as not only one of the ecological keystone processes necessary to generate the natural values of the property, but also the very cultural keystone process needed to maintain the cultural values of the property. Part of this awareness may derive from the fact that HNPD is not a supervising conservancy only, but has a history of carrying out grazing practices on its own and through its Hortobágy Ltd. The continuity of management responsibilities, despite the profound political changes that have occurred in Hungary during the 20th century, have contributed to the creation of a strong network of knowledge regarding the history of protection, preservation and management efforts that have been accumulating over several decades within the site's boundaries.

While we were not able to determine how this understanding of nature-culture interlinkages was formed in the early years of the Hortobágy National Park's development, the park's direct involvement in carrying out grazing may have informed this understanding. Hortobágy has always been a symbolic landscape for Hungarians, partly as a reminiscence of historic times when Hungarian tribes pursued a nomadic lifestyle on the Eurasian steppes, and partly as a land often identified with the Hungarian psyche, as evidenced in various forms of Hungarian arts. The herdsmen were, and still are, a source of traditional knowledge on the Hortobágy *Puszta*, and early conservationists often looked to them for information, especially with respect to issues related to ecology at the site. This understanding was supported by research on the inter-connections of grazing as a biocultural practice creating habitats for biodiversity.

Relationships between the staff and stakeholders

It was clear from our field visit that park staff maintain good working relationships with the lease-holders, and field rangers generally have good relationships with herdsmen. This is an important aspect of management in this type of WH property, as community relationships are key to the success of conservation in rural areas where the economy is closely linked to traditional land use. Good relationships and sustaining trust make implementation of certain lease requirements, as well as broader types of local cooperation, possible.

The completion and harmonization of management plans

Although none of the elaborated management plans have been put into force, they have still been systematically used and implemented by HNPD. All of these plans reflect a clear and consistent idea of management objectives and how to achieve them, which includes enabling HNPD to adapt

the property's management to benefit from up-coming policies and challenges. This was the case with EU-funding and environmental and agricultural policies when HNPD succeeded in:

- rehabilitating considerable areas of grassland and wetland ecosystems, and transforming parts of the Hortobágy *Puszta* landscape,
- designating NATURA 2000 sites[5], and with that, a significant part of the planned buffer-zone of the WHS, and
- directing EU-payments towards biodiversity and landscape conservation through the implementation of appropriate agri-environmental schemes and tenancy agreements on grazing grounds.

Continuity

The existence of HNPD and the Hortobágy Ltd. is not only important for the definition and implementation of conservation management objectives, but also for continuity of the pastoral society. The HNPD, in its capacity as the largest land owner in Hortobágy, is actively involved in this in the town of Debrecen, and Hortobágy Ltd. as the largest farm on property demands professional herdsmen. Discussions confirmed that essential aspects of the continuity of the Hortobágy *Puszta's* pastoralism are connected to natural limitations, remoteness and vast unfragmented grasslands that allow the drive of large herds of livestock, and so the restoration of certain parts of the landscape was identified as an important aspect of the site. The HNPD has recognised the importance of the existence of natural limitations for the continuation of pastoralism and collective grazing practices, and any intervention aimed at removing such limitations, such as irrigation, drainage, leveling, and river regulation, has led to severe alterations to the area. The restoration of natural settings, like inundation, alkaline soil processes and geomorphologic processes, is therefore a prerequisite.

8. Current challenges and recommendations:

The most important challenges identified by the team, are:

1. Sustaining collective grazing practices and traditions
2. Improving vocational training of herdsmen
3. Completing the World Heritage management plan
4. Improving cooperation between stakeholders
5. Ensuring the scenic aspects of the landscape are retained (Reintroducing pig pastures and retaining the landscape remoteness for large herds)
6. Exploring new options for increasing economic sustainability and possible avenues of marketing for products
7. Clarifying and documenting the values and attributes of the site and the 'Rules of the *Puszta*'

1. **Sustaining collective grazing practices**. Although EU payments have helped safeguard collective grazing, as well as biodiversity and landscape conservation, if such payments

[5] Namely, the importance of NATURA 2000 for the implementation of the WH-Convention derives from the fact that it comprises legally binding conservation measures which must lead to a favourable conservation status.

are not applied in a way more complementary to collective grazing practices, it could contribute to both fragmentation of the commons of the Hortobágy *Puszta* and individualisation of its animal husbandry system. Large herds and remote vast grassland complexes are both foundations of pastoralism of Hortobágy, and therefore any subsidy system must take this into account. Any agricultural policy should endeavour to attain profitability of collective grazing practices in order to reduce, as much as possible, dependencies on subsidies. Livestock breeders also require more advice and support in improving marketing, sales and distribution of their products. The government (and the European Commission) should revisit and reassess their veterinary legislation regarding free-range and outdoor husbandry, especially for outdoor pig pastures.

2. **Improving vocational training of herdsmen**. Individual farmers and farmer associations have expressed the view that there is a shortage of qualified herdsmen, making it difficult for them to continue grazing cattle using the traditional methods. While there may also be other, mostly economic, reasons why individual farmers do not employ herdsmen and prefer to use the fences, the shortage of reliable, professional herdsmen must be taken into consideration. Also, despite Hortobágy Ltd.'s efforts to increase the recognition of this profession and its importance for the sustainability of the Hortobágy *Puszta* and its ecosystems, the work of herdsmen has not been recognised as a profession within the educational system, and is not highly regarded from a social perspective.
   A shift could be achieved if training of herdsmen and shepherds is formalised by establishing an educational curriculum, and launching a special training scheme involving skilled herdsmen. Subjects should range from topics of animal husbandry to basic ecological facts, but also include cultural elements (e.g. traditional uniform, folksongs, traditional cuisine, etc.) and general subjects including foreign language, literature, mathematics, economics, sciences, etc., leading to the achievement of a diploma (secondary school). Such a training/educational scheme may help young professional herdsmen see that their profession is recognised, which will give a different status to the profession, and provide new herdsmen with the necessary educational background and skills to sustain this profession. While it must be a specially tailored training scheme, some international examples may be useful, even if from a very different practice, like transhumance in the Pyrenes, or the Carpathians.

   In this regard, dialogue between the National Park, the municipalities, the national or local body responsible for education, the farmers, and the Hortobágy Nature and Gene Conserving Ltd. (which currently provides this type of training through its herdsmen) would be crucial in order to assess the main issues related to the imbalance between job offer and demand in this sector, and the feasibility of such a project.

3. **Completing the World Heritage Management Plan.** As stated above in Lessons Learned, although there are a number of management plans for the Hortobágy *Puszta*, none of them is yet in force. This is an essential aspect to the World Heritage site, and having the management plan completed and approved would provide solid outlines of further actions at the site. One recommendation would be to consider the creation of a visual quality management plan to reinforce the importance of the viewsheds around the area.

4. **Improving cooperation between stakeholders.** Governance in Hungary is centralized, with a prominent role given to Ministries and particularly to the Prime Minister's Office which is entrusted with key responsibilities and functions. This is reflected in the governance of the Hortobágy, which is State-led, and has been further reinforced by reforming the status of the Hortobágy Ltd. which is now under the control of the HNPD, thereby strengthening the managing role of the Directorate. This concept includes increased involvement of local administrations and the private sector in management, with possible opportunities for partnership and co-management which should be addressed. However, what still appears to be missing is the recognition of the role of municipalities within protected areas, despite the Hungarian centralized governance form, for while state ownership is predominant, the territory of the site is located in the territory of various municipalities. Several important administrative functions are performed by municipalities, and therefore stable communication, coordination and cooperation between the Directorate and these entities are crucial, especially to avoid local administrations and communities perceiving the HNPD as an alien entity. And although the level of private ownership of lands included in the site is negligible, privately-owned agricultural structures such as stables and barns are critical to sustain the traditional animal husbandry practices and traditions, so is another aspect that must be taken into account. A number of key management objectives for the HNPD depends on the outreach to, and cooperation with, entities other than the Directorate or Ministerial branches, such as vocational training, urban development outside the property, social and occupation issues, promotion of local products at the local, national and international levels, tourism policies and strategies, farmers' entrepreneurship choices. While dialogue with farmers and farmers' associations has long been established, the relationship with municipalities and counties on relevant topics still appears to be at an early stage of development and needs to be strengthened through agreements or memoranda of understanding. The 2011 World Heritage Act sets out principles for interinstitutional cooperation and could provide the legal basis for defining and instituting a regulatory and administrative framework for such institutionalised cooperation, as well as provide the reference for establishing more structured forms of cooperation with entrepreneurship associations, semi-public agencies, NGOs or other entities that operate in sectors relevant to management objectives and issues. The involvement of municipalities is especially key for establishing a buffer zone.

5. **Retaining the scenic aspects of the landscape.** The scenic aspect of the Hortobágy *Puszta* is key to the site, and the potential loss of scenic attributes is cause for concern. One of the most prominent examples is retaining the 'remoteness' of the landscape, the attribute of large herds of animals on the plain, and the vast grassland complexes which are prerequisites for pastoralism within the Hortobágy *Puszta*. The World Heritage Management Plan should clearly determine management objectives and action which contribute to the retention of these attributes. Another important issue is the disappearance of traditional free-range management of Mangalica pig, a matter of concern due to its importance to biodiversity and significance to the pastoralism of Hortobágy. The Hortobágy Ltd. should set up a programme on in-situ conservation of the Mangalica pig in marshes of the Hortobágy *Puszta,* and include the breeding of all three types of Mangalica, the employment and training of herders, as well as the erection of traditional facilities such as pigsties and waterholes.

6. **Exploring new options for increasing economic sustainability and possible avenues of marketing for products** A key challenge is economic stability for the grazing economy. A lack of a good market for products from grazing may create problems for the economic

vitality of the region, and be a disincentive for the next generation continuing the profession, so various options for marketing products from Hortobagy WHS should be analysed further.

Potential economic opportunities may include:

(a) Investigate opportunities for place-based products which originate from key areas of production that sustain the cultural landscape. During the meeting with the Ministry of Agriculture, there was some interest expressed for this type of work, and although this may not be the 'answer', it may offer new ideas to be developed and tailored to the needs of the Hortobágy communities. The specificity of breeds and their association with the area and with traditional grazing practices offer opportunities to establish a value-chain based on related high-quality products.
(b) Increase the diversification of marketing strategies. This could include concepts such as a certificate of origin for products, working with both local and international markets to create a 'brand', and using the attractiveness of the heritage status and recognition to encourage sales. This would require an analysis of the potential of marketability of products related to local breeds and the creation of a marketing strategy.
(c) Emphasis on community-based tourism. Efforts should be made to build on existing structures and research new options for support and capacity building, such as the new initiative at the World Heritage Center []

The elaboration of strategies to promote farming products and cattle breeding, and thus support these activities that maintain the landscape, ecological processes and traditional knowledge, requires the involvement of a wide range of stakeholders, including farmers and their associations, relevant public administrations and policy makers, as well as the agro-industrial, commercial, hospitality and restaurant service sectors. The World Heritage Forum envisaged in the draft management plan may assist in creating a platform for discussion of potential options for expanding the marketability of local farming products as well.

7. **Clarify and document the "Rules of the *Puszta*" through a participatory process**. This exercise should involve not only HNPD but all stakeholders and carriers of traditional knowledge in a participatory process. It would provide a useful reflection on what makes the Hortobágy *Puszta*, including the keystone processes (in particular, cultural), and the attributes of its pastoralism. The reflection should consider:

(a) breeding of autochthonous breeds, in particular:
- social behaviour,
- interaction (amongst different cattle),
- natural migration movements over the season,
- feeding,
- wintering and summering grounds,
- use of animals,
- (cattle) drive both within the Hortobágy *Puszta* and beyond (for instance, the historical "Ochsenweg"),
- resting grounds (also historical),

- curative treatment and disease prevention;

(b) the management and use of grasslands depending on:
- the micro-relief,
- weather conditions and season,
- flooding and droughts;

(c) the position, design, construction and building material of pastoral facilities;

(d) traditional equipment, tools and garments;

(e) human aspects, such as:
- qualities of a good herdsman,
- social structure of pastoralism,
- language;

(f) property regulations, such as the seasonal or temporary use of private land as common pasturage, cattle track or resting ground, the use of wells, or the use of reeds.

While this recommendation would have positive implications for management of the WHS, it should remain a documented reflection at this stage rather than be incorporated into a written and fixed regulation.

In addition to the stated recommendations noted above, the suggestion was made to consider the enhancement of the description and mapping of attributes for the cultural landscape, as follows:

1. The map of 'puszta management units' is a remarkable document of traditional land management, and to take full advantage of this information, its history and changes and trends over time should be further analyzed in a cultural landscape report. These 'units' may be closely linked to other attributes such as settlement patterns, road systems, water systems, historic buildings, etc. and perhaps even archeological sites, and the preparation of maps and other diagrams could be useful in presenting the evolution of large-scale patterns of this landscape over time, and serving as a baseline for tracking progress in sustaining the important cultural landscape attributes.

2. The creation of enhanced documentation of attributes described as culturally-modified habitats and associated biodiversity with the various grazing regimes used in different sections of the landscape, could be very helpful for management practices. This is important as these 'natural' elements are, in this case, attributes for cultural value (criterion v), so this is an unusual perspective and requires distinguishing culturally-modified natural attributes from the elements of a natural ecosystem. This information could also be mapped in relation to the research and documentation for the 'puszta management units' on the cultural landscape (see description above).

It is important to note that, as some of the values are difficult to present in this way, such mapping should be approached with caution, and should not be set in stone, but allow for dynamic (spatial and or temporal) changes as it develops.

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ANNEX 1 – TERMS OF REFERENCE

Fieldwork Hortobágy National Park - the *Puszta*

Hungary

The members of the team will:

- As part of the IUCN/ICOMOS Connecting Practice project, participate in the fieldwork to the **Hortobágy National Park**, **(Hungary)** between **02 and 07 October 2016,** with the overall objective of strengthening policy frameworks and management arrangements that will achieve a more genuinely integrated consideration of natural and cultural heritage of the property;

- As part of a team composed of representatives from: IUCN; ICOMOS; the Division for International Relations and World Heritage of the Forster Centre (Hungary); and the Hortobágy National Park Directorate (Hungary);

- Adequately prepare for the fieldwork by reviewing the documents that supported the nomination process of the property, as well as other documents that can inform a better understanding of the context, in order to exchange views with the other team members and reach a common approach;

- Be willing to work closely together with the other team members as well as with representatives of communities and government authorities (including responding to any questions they may have concerning World Heritage processes and practices), in a spirit of shared learning;

- in so far as possible, and while always keeping in mind differences between the objectives of the Connecting Practice Project and the official IUCN and ICOMOS evaluation and reactive monitoring processes, engage in a meaningful and open dialogue with representatives from the government, management authorities and other stakeholders on ways to sustainably and effectively manage the World heritage property and its wider context;

- in as much as possible, make use of tools from the Enhancing Our Heritage Toolkit to support discussions and assessments during the fieldwork and try to adapt it to consider both the cultural and natural heritage of the property;

- collectively prepare a Fieldwork Report that documents the visit, provides a holistic view of the World Heritage property for its cultural and natural heritage, reflects a collective view of all those involved in the writing the report, and provides recommendations towards a six-month implementation period addressing the following points

    - *The interconnected character of the cultural, natural and social values of the property and affiliated biocultural practices:*

        – explore the relationships between the values that supported the inscription on the World Heritage List with other significant cultural and natural values, including considerations of the cultural value of nature and how cultural systems help or are necessary to sustain natural values;

- identify the natural features and values upon which the cultural values depend and how they are interconnected;

- *The governance and management system of the property;*

  - examine the national and local history, and the cultural traits and values of peoples vis-à-vis the concept and practice of the property;

  - clarify the governance type for the property and identify the actors and institution(s) directly concerned with the property;

  - determine how decision-making actually takes place for the key issues related to the property;

  - explore how policies and management arrangements provide an adequate framework to protect the cultural and natural values of the sites and their inter-relationships;

  - explore how traditional and conventional/legal management approaches could be reinforced if based on a multidimensional understanding of all the values of the properties and not just or mostly those values that triggered the inscription;

  - provide an understanding of local perspectives on the 'entangled' dimensions of the biocultural landscape and the interconnected character of the natural, cultural and social values of the property;

- *Collective grazing practices and vocational training of herdsmen*

  - provide an understanding of how the landscape has been shaped by grazing and how this is influenced by ownership and land use practices, namely “undivided” ownership and collective grazing;

  - explore how contemporary land use systems and agricultural practices and incentives (including the EU funding) affect traditional collective grazing practices assess;

  - explore how traditional knowledge and practices that contribute to the significance and conservation of the landscape are being maintained and transmitted; what initiatives are in place to safeguard, revive and maintain those practices; and what capacity building activities could be developed to address potential needs.

- define an action plan for a six month period of work to be lead by Hortobágy National Park Directorate, towards the implementation of some of the recommendations of the first fieldwork visit (a second visit to assess progress and define a long-term strategy is expected to take place in February/March 2017);

- Provide a summary of the challenges encountered throughout the fieldwork, when writing the report and defining the action plan and suggest ways in which the preparation and implementation of second fieldwork visit could be improved.

Annex 2: Retrospective Statement of Outstanding Universal Value

Property	**Hortobágy National Park - the Puszta**
State Party	**Hungary**
Id. N°	**474rev**
Date of inscription	**1999**

Brief synthesis

The nearly 75 000 ha area of the World Heritage property "Hortobágy National Park – the Puszta", located on the Great Hungarian Plain in the eastern part of Hungary, is an outstanding example of a cultural landscape which preserves intact and visible evidence of its traditional pastoral use over more than two millennia and represents the harmonious interaction between people and nature. The *Puszta* consists of vast plains where specific land- use practices such as animal husbandry, including grazing of hardy livestock breeds adapted to the natural conditions of alkaline pastures, steppes, meadows and wetlands.

Significant scientific discoveries made since the inscription of the property attest that treeless alkaline grasslands dominated the landscape from the end of the Pleistocene period. The open character of the Hortobágy, suitable for their grazing practices, presented adequate conditions for the settlement and population of the region. Numerous peoples migrated from the east into the Carpathian Basin in prehistory. The nomadic groups that arrived around 2000 BC were the first to leave their imprint on the natural landscape in the form of many burial mounds (*kurgans*), mostly found on dry land, but located near a source of water. They were often used for secondary burials by later peoples, and in some cases Christian churches were built on them. Also found in the park are the low mounds (tells) that mark the sites of ancient settlements back from the Neolithic. The Hungarians arrived in the Carpathian Basin at the end of the 9th century and occupied the lands around the Tisza River. Settlements in the Middle Ages followed the Debrecen – Tiszafüred route. The main group was in the area defined by the existing settlements of Hortobágy, Nagyhegyes, Nádudvar and Nagyiván. Documentary records have shown that many of these had churches. By the early 13th century there was a dense network of settlements in the Hortobágy, with an economy based on pastoralism.

With the progressive depopulation of the region from the 14th century onwards, the settlements disappeared. The only manmade features in the wide plains of the *Puszta* were light temporary structures of reeds and branches, used to provide seasonal shelter for animals and men. The most significant surviving structures from the 18th and the early 19th century, which were public buildings built from stone and brick, are bridges, including the Nine Arch Bridge and the Zádor Bridge, and the *csárdas*, provincial inns to provide drink, food and lodging for travellers, which usually consist of two buildings facing one another, both single-storeyed and thatched or, occasionally, roofed with shingles or tiles. The best known of the *csárdas* are at the outskirts of Balmazújváros, Hortobágy, Nagyhegyes, Nagyiván and Tiszafüred.

From the middle 19th century, water regulation systems were set up to control over flooding of the Tisza River. This resulted in the partial draining of former wetlands, which were converted to grasslands or arable farming. Reduction of the water available for the natural pastures decreased their productivity, which was one of the main reasons of serious overgrazing in the early part of the 20th century. Efforts were made to diversify the land use of the Hortobágy, the most successful of which was the creation of artificial fishponds between 1914 and 1918 and again in the 1950s.

The cultural landscape of the Puszta represents the highest scenic quality, with pleasing and dramatic patterns and combinations of landscape features which give it a distinctive character,

including aesthetic qualities and topographic and visual unity. The unbroken horizon is only occasionally disrupted by trees, groves, settlements or linear establishments (open wire lines and dikes). Manmade elements fit harmoniously into this landscape and sustainable land-use practices have contributed to the conservation of a diversity of species and biotopes and the maintenance of the landscape. There is almost no permanent human population within the property itself, but in the grazing season, from April to October, hundreds of stock-breeders graze their animals here. Their traditional pastoralism, with the related social customs and handicraft activities manifests itself in their intangible cultural heritage.

Criterion (iv): The Hungarian *Puszta* is an exceptional surviving example of a cultural landscape constituted by a pastoral society.

Criterion (v): The landscape of the Hortobágy National Park maintains intact and visible traces of its traditional land-use forms over several thousand years, and illustrates the harmonious interaction between people and nature.

Integrity

The Puszta, represented by the Hortobágy National Park, is a complex mosaic of natural grasslands, loess ridges, alkaline pastures, meadows and smaller and larger wetlands (mostly marshes), which has presented ideal conditions for pastoralism since prehistoric times and which existed before the appearance of large animal-breeding cultures in this area. In this grassland-wetland mosaic habitat, the natural basis of the cultural landscape, the evidence of traditional and continuous use over more than four millennia has been preserved and is expressed through a variety of attributes, including manmade elements related to traditional animal husbandry and pastoralism. Legal protection as a nature conservation area guaranteed by the establishment of the Hortobágy National Park in 1972 has provided appropriate conditions for the preservation of these attributes and the continued use of the landscape within the property. Organically connected and separate grassland fragments, which continue to function as undisturbed, traditional grazing lands, can be found to some extent outside the National Park, which warrants the establishment of a buffer zone.

Authenticity

The main elements of historic land-use (extensive grazing with partly traditional breeds of domestic animals, as well as unused areas sustained in their natural conditions) still remain and the cultural landscape has preserved its structure, and functional complexity. The proportions of the scenery have inspired many artists, poets and writers throughout the centuries. The manmade elements of the landscape in service of the traditional land-use (dug wells made of wood, *csárdas*, bridges, temporary accommodations) preserve and sustain the features and technologies that evolved through the centuries, in their materials (e.g. adobe and reed), in their forms, in their structural construction (or the characteristic absence of certain elements, such as fences), and in the ways of their usage. The safeguarding of pastoral, handicraft and other community traditions (popular customs, fairs) related to land-use is ensured by their conscious practice and their transmission.

Protection and management requirements

The Hortobágy National Park was established in 1972. The *Act LIII of 1996 on the Protection of Nature* regulates the activities that may have an impact on the character and qualities of the property including the different forms of land-use (grazing, hay and reed cutting, etc.) construction, and visitor management. At the time of inscription the area of the National Park was 74 820 ha.

Since then, the Park was extended to almost 81 000 ha. The entire property is part of the Natura 2000 network of the European Union, in which Special Protected Areas and Special Areas of Conservation were designated in a way that they contain and encompass the area of the National Park including organically connected or separate grassland mosaic areas that are outside the National Park. The protection thus ensured by the Natura 2000 areas provides an appropriate basis for the establishment of a buffer zone. A conservational management plan of the National Park was prepared in 1997. Based on the national *World Heritage Act of 2011,* a World Heritage management plan will enter into legal force as a governmental decree. The Hortobágy National Park Directorate, having the land owner's right on 75% of the property, acts as the World Heritage management body and has been re- appointed by the Minister responsible for culture. The World Heritage Act ensures the operation of a World Heritage Regional Architectural Planning Jury which facilitates high quality architectural developments aligned to the values of the property.

The archeological sites and historic monuments of the property are protected by the Act on the Protection of Cultural Heritage of 2001 and are listed in an official national register. Kurgans are *ex lege* protected by the Act on Nature Conservation of 1996. There is also a register of kurgans and draw wells established by the Ministry of Rural Development and the Hortobágy National Park Directorate. Furthermore, TÉKA (landscape elements inventory) is a nationwide cadastre representing landmarks, historical monuments, cultural and natural landscape values *inter alia* in the World Heritage property. The rehabilitation of the protected buildings of the Meggyes, the Hortobágyi and the Kadarcs *csárdas* has been carried out by the Hortobágy National Park. The rehabilitation of the protected Nine-Arch-Bridge also has been carried out by the Hajdú-Bihar County Road Operator Company.

Once approved and finalized, the World Heritage management plan will provide clear governance arrangements that involve representatives of the different stakeholders. Based on the World Heritage Act, the state of the property, as well as threats and preservation measures will be regularly monitored and reported to the National Assembly. The World Heritage management plan will be reviewed at least every seven years. In order to maintain the traditional land-use practices, especially common grazing, review of the land rental and farming contracts is essential, in particular with regard to areas under 100 ha. One of the strategic conservation goals is to extend the scope of the nature conservation-oriented horizontal agricultural subsidies as much as possible to grassland use in the property and in the future buffer zone. Another main objective is to decrease the ratio of hay cutting in favour of traditional grazing activities. Since they are detrimental to the grasslands, under- and overgrazing must be avoided together with intensive hay farming that leads to the deterioration of originally grazed habitats. The future buffer zone may remain the location for the more modern arable and grassland farming practices, but large constructions that disturb the landscape should be avoided. The unfavourable modernization of stock-keeping farms mandated by domestic and international laws and regulations needs to be prevented by the derogation of the relevant EU regulations, especially concerning concrete manure storage facilities. A short-term goal is the completion of landscape rehabilitation projects already in progress: elimination of linear establishments (canals and dikes), replacing open wire lines with underground cable. Other urgent tasks include combating invasive plant species, possibly by blocking their known migratory corridors; updating the inventory of pastoral buildings (stables, huts and sweep wells) and completing their monument protection survey; establishing a financial assistance system for the renovation of pastoral buildings; delineation of a buffer zone and its integration into regional and local development plans.

Annex 3 – Preliminary description of attributes related directly to the World Heritage criteria (iv) and (v)

The team was asked to provide a description

Add introductory paragraph

a) Attributes that convey the values of the property as an exceptional surviving example of a cultural landscape constituted by a pastoral society (criterion iv)
   i. Processes
      – collective grazing on commons and associated open pastures

   ii. Physical Elements
      – puszta units historically used for the grazing system (which continue to be used for management today)
      – 'the commons' as open pastures used for collective grazing)
      – road systems, water systems, and other patterns of land use and settlement that represent the pastoral society
      – 'temporary' structures and buildings linked to pastoralism/ traditional herdsman's structures (human use, animal use) such as sweep pole wells, shelters for animals, herdsmen's huts, folds, natural landscape elements that give shade and shelter (such as open woodland, solitary trees and hedges) or provide cooling (such as marshes and ponds)
      – remains and archeological traces of a sequence of migrating peoples, mostly relying on herding-grazing as a main livelihood (most notably kurgans; sarmatian burial mounds, remains from the Middle Ages; ruins of churches from the Middle Ages)
      – structures and buildings linked to pastoralism *in a less direct way (csárda*s, bridges)

   iii. Intangible Attributes
      – The primary sources and knowledge of herdsmen about environment, animal husbandry and other biocultural practices of a pastoral society, and craftsmanship of associated articles and tools; it is due to the longevity of the pastoral society that this knowledge has accumulated (see also 'Rules of the *Puszta*' described under attributes for criterion v below)

b) Attributes that convey the values of the property as an outstanding example of traditional land-use over several thousand years, illustrating the harmonious interaction between people and nature (criterion v)
   i. Processes
      – grazing practices using traditional autochthonous breeds of cattle, sheep, and pig adapted to the local environment as well as dog breeds used as livestock guardians

   ii. Physical Elements
      – puszta units historically used for the grazing system (which continue to be used for management today)

- commons (open grasslands) used for pastoralism with a system of collective grazing (without fences) in particular
- road systems, water systems, and other patterns of land use and settlement that represent the pastoral society
- culturally modified natural habitats and associated ecological systems that are directly influenced and, in some cases sustained, by grazing and other pastoral activities and processes resulting in complex dynamic mosaic of grasslands and wetlands, Alkaline soil habitats and its micro relief – habitat patterns and associated biodiversity

iii. intangible attributes

- The primary sources and knowledge of herdsmen about 'Rules of the *Puszta*' can be described as knowledge of seasonal dynamics of grazing grounds and their respective utilisation, construction and arrangement of facilities, optimal utilisation of natural social animal behaviour in management of herds, disease-management and prevention, organisation of cattle drives, temporary use of someone else's land or facilities, sequencing of grazing of the various livestock, forecast and orientation, behaviour and social structure of herdsmen, and craftsmanship of associated articles and tools

MALOTI –DRAKENSBERG PARK (SOUTH AFRICA/LESOTHO)

Fieldwork report

CONNECTING PRACTICE

Report of fieldwork in Maloti-Drakensberg Park (South Africa/Lesotho)

18 – 25 July 2016,
26 March – 1 April 2017

Letícia Leitão, Oscar Mthimkhulu, Mohau Monyatsi, Ntsizi November, Aron Mazel, Carlo Ossola, Nony Andriamirado, Thulani Mbatha, John Kinahan, Leanna Wigboldus

Photos cover page: landscape view Sehlabathebe National Park, Lesotho; rock art Game Pass, South Africa
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1. INTRODUCTION

The Connecting Practice project seeks to influence a shift in conceptual and practical arrangements toward a more genuinely integrated consideration of natural and cultural heritage under the World Heritage Convention. To realise this outcome, so far the project has undergone two phases that benefitted from targeted field studies that assessed possibilities for nature-culture integration. The fieldwork component of the second phase (2015-2017) explored how a better understanding of the interconnected character of the natural, cultural and social values of the properties used as case studies by all those involved in the project could help strengthen policy frameworks and management arrangements that would result in more effective conservation outcomes. The two case studies selected were: the Hortobágy National Park - the *Puszta* (Hungary) and the Maloti-Drakensberg Park (South Africa/Lesotho).

This report reflects the findings of the fieldwork in the Maloti-Drakensberg Park, which comprised of two visits to the property. The first visit took place from the 18th to the 25th of July 2016, and was limited to the South African part of the property. The second visit took place from the 26th of March to the 1st of April 2017, and included a visit to the Lesotho part of the property as well. Given the fact that we were only able to visit the component part of the property in Lesotho during the second visit and that this visit was relatively short, we acknowledge that this has limited our work in relation to that area of the property. For this reason, although we have tried to create a balance throughout the report, we are aware that our findings focus mostly on the South African part. The findings reported here are based on the lessons learned throughout the fieldwork, the analysis of the information made available to the team prior to the visits and a brief literature review. The report is a collective effort by the team composed of representatives of IUCN and ICOMOS, the African World Heritage Fund (AWHF), the Department of Environmental Affairs of South Africa, Ezemvelo KwaZulu-Natal Wildlife and the Ministry of Tourism, Environment and Culture of Lesotho.

The Terms of Reference (see Annex 1) for the fieldwork were structured around two main elements:

i. The interconnected character of the natural, cultural and social values of the property and affiliated biocultural practices; and
ii. The governance and management system of the property.

These two elements were common to the ToRs of both case studies in the second phase of the project. In addition, in order to directly contribute to the protection and conservation of the property, IUCN and ICOMOS asked the host countries to identify a current management challenge that they would be interested in exploring. As such Ezemvelo KwaZulu-Natal Wildlife (given that the first visit was limited to South Africa) asked the team to work on:

iii. Engagement of local communities and benefit sharing of conservation.

When writing this report, we were aware of the limitations of how much can be learned about the property in only two, one-week visits. We acknowledge that this influences our perspectives of the property, the issues identified, and how we interpreted the information obtained from interviews, different stakeholder interactions, and literature reviews. We recognize that the fieldwork does not provide us with the necessary experience to deliver in-depth and robust conclusions and recommendations. We therefore view the fieldwork as a valuable learning experience, following the overall approach established by the Connecting Practice Project.

2. DESCRIPTION OF THE PROPERTY AND JUSTIFICATION FOR ITS INSCRIPTION ON THE WORLD HERITAGE LIST

The Maloti-Drakensberg Park is a transboundary property spanning the border between the Kingdom of Lesotho and the Republic of South Africa. It comprises Sehlabathebe National Park (6,500ha) in Lesotho, and uKhahlamba Drakensberg Park (242,813 ha) in South Africa. In total, it is the largest protected area complex along the Great Escarpment of southern Africa.

The uKhahlamba Drakensberg Park (South Africa) was first inscribed on the World Heritage List in 2000 under natural criteria (iii) and (iv) (corresponding to present criteria (vii) and (x)) and cultural criteria (i) and (iii). It is therefore considered a mixed property.

ICOMOS recommended the inscription of the property for its cultural values based on the following justification:

> *Criterion i* - The rock art of the Drakensberg is the largest and most concentrated group of rock paintings in Africa south of the Sahara and is outstanding both in quality and diversity of subject.
>
> *Criterion iii* - The San people lived in the mountainous Drakensberg area for more than four millennia, leaving behind them a corpus of outstanding rock art which throws much light on their way of life and their beliefs (ICOMOS evaluation 2000).

In its evaluation, ICOMOS argued that while the long-term San occupation had significantly modified the natural landscape, there was not enough evidence to qualify the property as a cultural landscape, as defined in the Operational Guidelines, and instead, it considered that the inscription as a mixed property was more appropriate (ibid).

For its natural values, IUCN recommended the inscription of the property under natural criteria (iii) and (iv) (present criteria (vii) and (x)) noting that

> the site has exceptional natural beauty with soaring basaltic buttresses, incisive dramatic cutbacks and golden sandstone ramparts. Rolling high altitude grasslands, the pristine steep sided river valleys and rocky gorges also contribute to the beauty of the site. The site's diversity of habitats protects a high level of endemic and globally threatened species especially of birds and plants (IUCN evaluation 2000).

The State Party of South Africa nominated the property under all four natural criteria; however, IUCN considered that it did not meet natural criteria (i) and (ii) (present criteria (viii) and (ix)) for the following reasons:

> Criterion (i) [present criterion (viii)]: Earth's history and geological features
> The nomination also makes a case for inscription under criterion (i). There are excellent examples within [Drakensberg Park] of different geological sequences and processes of formation. However, this is not a rarity amongst mountains in general. It is also noted that similar geological processes and characteristics are better represented on the World Heritage list through the Simien Mountains in Ethiopia. IUCN does not consider that the nominated site meets this criterion.
>
> Criterion (ii) [present criterion (ix)]: Ecological processes
> The nomination also makes a case for nomination under criterion (ii): Ecological and Biological Processes. [Drakensberg Park] represents an important African example of on-going ecological and biological process. It is an important example of an African montane grassland area large

enough for ecological and biological processes to operate without interference. It is also significant as the upper watershed area for the immediate and downstream regions and thus is of national importance. IUCN does not consider that the nominated site meets this criterion (ibid).

These justifications show that, although not of global importance, the geological sequences and ecological processes of the property should to be considered as important values of the property, and understood as part of its overall significance (see discussion in section 3.3).

IUCN also recommended that the property be extended to include the adjoining area of Sehlabathebe National Park in Lesotho, if the country became a State Party to the World Heritage Convention. Lesotho joined the Convention in 2003 and the extension was approved in 2013. To reflect the transboundary nature of the property, the name was changed to Maloti-Drakensberg Park. Thus, for the purposes of this report, when considered separately, the areas of the property located in different national territories will be referred to Sehlabathebe National Park and uKhahlamba Drakensberg Park or as component parts of the property. The adopted Statement of Outstanding Universal Value is included in Annex 2.

Figure 2.1 - Location of the Maloti Drakensberg Park World Heritage site © Ezemvelo

3. THE INTERCONNECTED CHARACTER OF THE NATURAL, CULTURAL AND SOCIAL VALUES OF THE PROPERTY

For a property to be included on the World Heritage List, it needs to be considered of Outstanding Universal Value, meaning that its 'cultural and/or natural significance is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity' (UNESCO 2015a, Operational Guidelines, paragraph 49). Therefore, the focus of the inscription is on the Outstanding Universal Value of the property, meaning other levels of significance might not be fully captured. All properties will invariably have a range of values with different levels of significance, and therefore, 'other levels of value should also be understood. These other values are part of the natural and cultural richness of the property, and the harmonious protection, conservation and management of all values is an objective of good conservation practice' (UNESCO *et al.* 2011).

This section of the report attempts to do precisely that: to identify a wide range of cultural, natural and social values associated with the property and to explore how they are interconnected. Values assessments are often done around a framework that identifies (and consequently lists) categories of heritage value, including historical, spiritual, educational, associative, religious, etc (de la Torre 2002). This approach, however, can be problematic because it limits a holistic understanding of the interactions among values. A more effective way might be to place those interconnections at the centre of the values assessment.

In order to do so, we follow a three steps methodological approach for structuring the values assessment in order to better understand the complexity of the interconnections between the most important values of the Maloti-Drakensberg Park:

- First, we examine which values justified the inscription of the property on the World Heritage List, that is the Outstanding Universal Value of the property.
- Second, as the property is inscribed as a mixed site, we then look at the relationships between the natural and cultural values that justified the inscription.
- Third, we go beyond the Outstanding Universal Value of the property and try to understand what other significant cultural and natural values are part of the property's overall significance.

In structuring this process, we recognized that no single assessment method would give us a 'perfect' and complete understanding of all the interconnections between the various categories of values, and that attempting to do so would be a complex process, which was not possible to undertake in two short visits. Therefore, we focused on what we considered to be the most important interconnections. In addition, evidence to support the understanding of certain interconnections varies, and therefore we acknowledge where further research is needed.

3.1. Cultural and natural values recognised as the basis for the inscription of the property on the World Heritage List

The Maloti-Drakensberg Park is considered to be of Outstanding Universal Value because it represents a masterpiece of human creative genius (criterion i), bears a unique testimony to a civilization which has mainly disappeared (criterion iii), contains areas of exceptional natural beauty and aesthetic importance (criterion vii), and contains significant natural habitats for in-situ conservation of biological diversity and globally threatened species (criterion x).

Cultural values

The property represents a masterpiece of human creative genius, as its rock art presents a high level of artistic, technical and technological skills. It includes a large number of highly detailed and well-preserved rock paintings that are outstanding for their quality and diversity of subject. Extensive

recording extending over a period of at least 50 years in the uKhahlamba Drakensberg has revealed over 40 000 individually painted images in more than 600 rock shelters (e.g. Pager 1971; Vinnicombe 1976; Lewis-Williams 1981; Mazel 1981; Nardell 2012 a, b). The number of paintings in individual rock shelters varies considerably from only one image in some shelters, to more than 1000 paintings in others, as in the case of Eland Cave, in the northern uKhahlamba Drakensberg (Pager 1971). Many are of outstanding quality with representations of humans, animals and items of material culture often shown in extraordinary detail. Human figures occasionally display toes, fingers, facial features, and hairs, occasionally in lines less than 1.5 mm wide, and they are sometimes richly decorated. Eland and rhebuck are the most commonly represented animal figures and are similarly detailed; for example, many of the eland have clearly visible eyes, mouths and dewlap. Such figures are often represented in the shaded polychrome technique with one colour shading into another to give tonal depth.

Figure 3.1 – Details of rock art at Main Caves, Giant's Castle, South Africa © Letícia Leitão

Mostly made by San hunter-gatherers, the rock paintings generally date within the last 3000 years although some might be older (Mazel and Watchman 2003). In addition, the property with its extensive assemblage of paintings, is recognised as representing a unique testimony of the way of life of the San people and their belief systems. Lewis-Williams (2003) believes that the rock art largely, if not wholly, reflects the visions and experiences of shamans in trance, with the eland identified for special attention as a source of power. The most common ritual among the San is believed to have been the trance dance. This was mostly initiated by women singing special medicine songs, while clapping in rhythm. These songs are believed to have supernatural potency, which assisted shamans in entering the trance[1].

[1] Shamans who enter trance, or altered states of consciousness, are believed to go through three stages (Lewis-Williams and Dowson 2000), all of which are represented in the paintings. The first stage is apparent in patterns of light, or 'entoptics', such as dots, wavy lines, and grids, which are characterized by images of red lines fringed with white dots and zigzag shapes. The second stage is characterised by people attempting to make sense of entoptic phenomena by ordering them into recognized items, such as honeycombs because bees were believed to be symbol of potency. The third stage shows the conflation of animal and human forms (i.e. therianthropes), which depicts the fusion in trance of shamans with their source

The excavation of a painted slab from Collingham Shelter with a central dancing figure suggests that trance dances were performed at least 1800 years ago (Mazel 1994).

In addition to the rock art, the San left behind a large amount of other archaeological evidence (i.e. cultural and subsistence material), which provides significant insights into their activities and ways of life. Excavations[2] have yielded a wide range of animal and plant subsistence remains discarded by the San, most of which derive from the uKhahlamba Drakensberg. There are, however, also bone remains of animals, such as impala and duiker, which do not inhabit the uKhahlamba Drakensberg. Archaeologists are unsure why the San would have transported these animals (or their bones) long distances to the uKhahlamba Drakensberg when other food sources were available close at hand. It may be that these animals were significant in the San rituals and religions at that time (Wright and Mazel 2007).

The excavations also provide evidence for the timing of human occupation in the uKhahlamba Drakensberg. The evidence shows that during the Holocene, the San hunter-gatherers occupied the southern uKhahlamba Drakensberg from about 8,000 years ago and the northern uKhahlamba Drakensberg from about 5,000 years ago. It is likely that for several thousand years the San population remained small; however, from about 3,000 years ago it began increasing in the northern parts of the mountains. This is revealed in an increase in the number of rock shelters which were occupied by the San, the increasing quantities and variety of food, cultural remains recovered from excavations, and the dating of rock paintings[3]. Evidence also suggests that about 1600 years ago, the San left the northern uKhahlamba Drakensberg and moved into the lower-lying central Thukela basin to the east. This could be because they desired to be in closer contact with the farming communities, which were settling there during this time period. About 600 years ago, the farmers began inhabiting the uplands close to the northern uKhahlamba Drakensberg. It would appear that the San moved back into the mountains at the same time.

In the 1830s, several hundred Boer farmers, who had migrated from the Cape, relocated from the highveld of the Free State into the area south of the Thukela River. To maintain control over the Boer farmers, the British dispatched soldiers from the Cape to occupy Durban. Britain annexed the area in 1843 and created the colony of Natal. As white farmers edged closer to the mountains, mixed groups of San, black farmers, and Khoekhoen, known as AmaTola, began raiding cattle and horses from the white and black inhabitants of Natal (Challis 2008, 2012). In response, the Natal colonial authorities organised counter raids and containment activities, which saw the AmaTola, which included San people, being targeted and even shot. The last sighting of San people in the uKhahlamba Drakensberg was in the late nineteenth century.

Natural values

The outstanding aesthetic value of the property is justified by the spectacular mountain range, with its

---

of their potency, derived from their `possession' of animals. Eland and rhebuck are most commonly showed therianthropes, but other animals, such as baboons, have also been used.

Not all researchers agree with the shamanistic explanations. Some argue that the rock art it is primarily concerned with San myths and only occasionally represents shamanistic ritual. Others argue that some of the paintings reflect religious concepts and ritual practices derived from the African farming communities. However, it would be fair to comment that the shamanistic interpretation of the Maloti-Drakensberg paintings has the most support.

[2] Excavations in the following rock shelters: Good Hope Shelter (Cable et al. 1980), Clarke's Shelter (Mazel 1984), Diamond 1 (Mazel 1984) and Mhlwazini Cave (Mazel 1990) in the uKhahlamba Drakensberg along with Collingham Shelter (Mazel 1992) and Driel Shelter (Maggs & Ward 1980) on its outskirts.

[3] If they had not been doing so before, the San also began making paintings on the walls of many rock shelters. More research is required, however, to ascertain whether this pattern of occupation also characterised the southern uKhahlamba Drakensberg.

high escarpment walls of dark, basalt ridges and intervening spurs. These contrast with the rolling high altitude grasslands and the steep sided river valleys and rocky gorges (IUCN evaluation 2000). Topographical variation contributes to the natural beauty of the property. Two topographical features distinguish the South African component part of the property: the High Berg consisting of the summit plateau adjacent to the escarpment edge which rises to more than 3400m, and the Little Berg, a grass covered plateau, ranging in height from 1900m in the northern section to over 2200 m above sea level in the south (Ezemvelo 2013). In Sehlabathebe National Park, the unique outcrop of the Clarens Sandstone, the highest elevation in the Drakensberg escarpment, adds to the topographical variation of the property. As expressed in the IUCN's evaluation of the extension in 2013:

> Here subsequent periglacial weathering of the sandstone led to the natural sculpturing of the rocks in dramatic forms and shapes including arches, cliffs, pillars, tarns and rock pools, within an extensive grassland area with wetlands and a meandering river with ox bow lakes flowing through a rocky gorge to a picturesque waterfall. Adding to this physical landscape beauty is the diversity of plants with a mosaic of colorful flowers in spring and summer (IUCN evaluation 2013).

Figure 3.2 – Landscape view, Cathedral Peak, South Africa © Letícia Leitão

The property also contains significant natural habitats for *in-situ* conservation of biological diversity including outstanding species richness, particularly of plants. The diversity of habitats is exceptional, ranging across alpine plateaus, steep rocky slopes and river valleys, which protects a high level of endemic and threatened species. Occurring within its own floristic region, the Drakensberg Alpine Region of South Africa, the property is recognized as a Global Centre of Plant Diversity, with 2520 angiosperms, of which 334 species are endemic and 594 are near-endemic (UNESCO 2012, Nomination file). The property is also a globally-important endemic bird area and includes globally threatened species such as the Cape Vulture, Yellow- breasted Pipit, and Bearded Vulture. Within the South African component part of the property, 'a total of about 311 bird species have been recorded

for the Park, representing approximately 37% of the terrestrial birds recorded for southern Africa, of which just over 200 species are considered either permanently resident, or are regular visitors (59 migratory species)' (Ezemvelo 2013). In Sehlabathebe, 117 bird species have been recorded (UNESCO 2012, Nomination file).

3.2. Relationships between the natural and cultural values that supported the inscription of the property on the World Heritage List

Maloti-Drakensberg was inscribed as a mixed property on the World Heritage List. The Operational Guidelines define that:

> Properties shall be considered as "mixed cultural and natural heritage" if they satisfy a part or the whole of the definitions of both cultural and natural heritage laid out in Articles 1 and 2 of the Convention (Operational Guidelines, paragraph 46).

Properties nominated under criteria (i) to (vi) are considered cultural properties and are therefore evaluated by ICOMOS, whereas properties nominated under criteria (vii) to (x) are considered natural properties and are evaluated by IUCN. If a property meets a combination of criteria from these two subsets, it is then considered as a mixed property and is evaluated separately by IUCN and ICOMOS. In practice, this means that the property is considered to have Outstanding Universal Value from a cultural heritage perspective as well as Outstanding Universal Value from a natural heritage perspective. The reasoning behind this distinction is that 'For some mixed properties the natural values and cultural values are integrated and co-dependent. In other cases, the values may not be co-dependent but simply share the same geographic location' (UNESCO *et al.* 2011).

In the case of Maloti-Drakensberg Park, neither ICOMOS nor IUCN evaluations make any explicit reference to the integration or co-dependency of its cultural and natural values. However, it is important to recall that since these evaluations are done separately, it is not surprising that no such references are included. This is the fundamental reason why Connecting Practice was launched: to explore how to form a more genuinely integrated consideration of natural and cultural heritage under the World Heritage Convention.

When thinking of the key elements of the criteria that justified the inscription of the Maloti-Drakensberg Park – creative genius, testimony of a civilization that has disappeared, natural beauty and biodiversity – one might be led to think that these elements are unrelated. In our view, the need to identify the values of the property in relation to a set of criteria, in practice, compartmentalizes the identification of the values, and limits the possibilities to express their interconnection. However, a more detailed analysis of the justifications of those criteria, suggests otherwise. Herewith we begin a process of highlighting some of the ways in which the values that supported the inscription are integrated and co-dependent. We recognize that it will not be possible to provide a complete analysis of all the interconnections, and that some aspects require further research and description in the future.

Interconnections between values recognized under criteria (i) and (x)

The property is considered to meet criterion (i) for the concentration, quality and diversity of the rock art and criterion (x) for containing significant natural habitats for in situ conservation of biological diversity. These criteria can be interpreted to reflect a wide spectrum of cultural and natural values, with criteria (i) related to high intellectual or symbolic endowment and a high level of artistic, technical or technological skills, and criterion (x) related to existence values of biodiversity and threatened species. We now explore the interconnections between these values.

Animal figures form a large part of the rock art, reflecting a strong connection between the rock paintings and the fauna of the Maloti-Drakensberg, in that they reflect a variety of animals that could

be found in or near the mountains centuries ago. Antelope comprise over seventy per cent of the painted animals with eland making up over half of the antelope painted, and rhebuck comprising about a third.

A wide variety of other animals have been represented in the paintings, but overall, they are depicted in low numbers, with fish, baboons and felines being the most prevalent. Certain animals, such as oribi and dassies, which occur commonly in the uKhahlamba Drakensberg were well represented in the diet of the San hunter-gatherers, as known from the excavations, are hardly depicted, which indicates that the paintings do not reflect a checklist of the animals the San consumed (Wright and Mazel 2007).

Interconnections between values recognized under criteria (iii) and (x)

It has been proposed, particularly by David Lewis-Williams (2010), that the San derived power from potent animals (e.g. eland, rhebuck, and baboons) via cultural practices, such as the trance dance. Shamans believed that the powers they acquired from the animals during trance allowed them to influence the spirit world to cure disease, bring rain and ensure successful hunting. In his seminal paper *The imagistic web of San myth, art and landscape*, Lewis-Williams also notes that 'The dying eland plays a pivotal, unifying role: it is at the centre of the web of San thought, ritual and, significantly, rock art' (Lewis-Williams 2010). In addition, the San 'also used eland blood and fat to make paint in preparation for another creative act—the manifestation of potent imagery in their rock shelters (ibid: 14). The eland also played a key role in boys' and girls' initiation in healing and rainmaking (Lewis-Williams cited in Deacon 2002). It is the animal most represented in rock paintings and singled out for the most lavish treatment by the San painters.

The original nomination file also argued that:

> the beliefs and rituals practiced by the San were developed as a means for their use and management of natural resources. This was done through rain-making, ritual practices associated with hunting, planned seasonal movements to make the best of wild plant foods, social organization that controlled the impact of people on the landscape and more deliberate actions such as a regular fire regime (UNESCO 1999, Nomination file).

As the burning of dry vegetation encourages regrowth, the San may have used fire as a technique to attract eland and other animals into situations where the terrain favoured the hunter-gatherer. A direct relationship such as this however cannot be taken as a given since the evidence of the rock art and the ethnography show that the San imbued certain animals with essential social values which include parallels with human behaviour, pointing to a far more complex link than terrain and ecology by themselves suggest.

The outstanding species richness of the property is indeed particularly linked to its global importance for plants diversity and endemism, which is in fact the key argument for the application of criterion (x). Potential relationships between aspects related to what is now understood as biodiversity and the San's cultural practices and beliefs also extended to the property's flora and how it was exploited by the San. The high plant biodiversity of the Maloti-Drakensberg area also brought a high diversity of edible and medicinal plants for the San. The excavations of Mhlwazini Cave (Mazel 1990) and Collingham Shelter (Mazel 1992) yielded extensive assemblages of plant remains, which included unworked wood, twigs, bark, corm bases and cases, and seeds. At Mhlwazini Cave, 78 different types of seeds were identified, while 48 different types of seeds were identified at Collingham Shelter. Of particular significance in terms of San utilization of the flora, is that 32 of the seeds at Mhlwazini Cave were edible and 24 had medical properties, while at Collingham Shelter 17 were edible and 22 had medicinal properties.

Other interconnections between the values that supported the inscription

Lewis-Williams argues that 'Nineteenth-century texts provided by San people point to parallels and interrelationships between certain myths, paintings and landscapes' (Lewis-Williams 2010). It is possible that in some, or perhaps even many, instances San chose to paint in rock shelters based on their location in the landscape, in places offering particularly strategic viewpoints, as 'All rock-art was initially created or caused to be created by someone; its landscape position would have been most important' (Chippindale and Nash 2004 cited in Lewis-Williams 2010). The possibility of strategic viewpoints is currently being investigated, for example, in relation to Junction Shelter, which is situated at the confluence of Didima Gorge and Mhlwazini River, where the San created an assemblage of paintings that differ markedly from other sites in the gorge and surrounding area (Mazel in prep.). It could be that the site's strategic position at the confluence of these watercourses, and its extensive outlook, encouraged the San to perform particular types of ritual activities around 2000 years ago in response to major demographic changes that were taking place in the broader region with African farming communities entering KwaZulu-Natal.

Furthermore, according to Lewis-Williams (2010), the San's conceptual three-tiered cosmos 'can be superimposed on a specific landscape setting, here the soaring Maloti and Drakensberg mountains'. This author states that,

> the San recognized three cosmological levels. In the middle was the level on which they lived their daily lives, hunted animals and gathered plant foods. Above was a level of spiritual things. Here were the trickster-deity and other spirit beings, all of whom lived alongside god's vast herds of animals. Below the level of daily life was a subterranean spiritual realm, accessible by means of holes in the ground, cracks in a rock face and waterholes. Here, underwater, dwelt the rain-animal and other spirit beings (ibid).

This conceptual three-tiered cosmos is projected onto high cliffs and onto a realm beneath the ground, and that the movement between these tiers is key to understanding some of the San myths (ibid).

In addition, Mazel has proposed that the abundance of rock paintings made by the San in Didima Gorge, 'is associated with its acoustic properties, which may have established the gorge as a significant spiritual place for the San hunter-gatherers' (Mazel 2011). It is likely that Didima's marked acoustic qualities are associated with the narrowness of the gorge and its steep sandstone cliffs. To date, the association between these natural features (i.e. steep cliffs and narrow gorges), acoustics and the abundance of rock art has only been investigated for Didima Gorge, however, this is an area which deserves greater research, especially given Waller's comment that 'Sound - in the form of echoing, reverberation, resonance…and ringing rocks…appears to have been a determinate for the selection of location and/or subject matter in a large number of cases' (Waller 2002).

All the above aspects point to interconnections between the rock art, San myths and beliefs and the landscape, and subsequently to potential interconnections between the values of the property recognized under the cultural criteria (i) and (iii) and the natural beauty recognized under criterion (vii). Important natural features of the landscape like the high escarpments, river valleys, ridges and gorges are key features in San myths, and are also recognized as key attributes of the natural beauty of the property. In addition, although natural beauty is generally associated with visual aspects, other sensory experiences like sound have also been recognised as contributing to natural beauty (Mitchell *et al.* 2013). However, we are aware that additional evidence is required to strengthen these interconnections and that further research is needed to explore them. For instance, future research should not only consider the relationship between acoustics and paintings in the landscape as a whole, but also investigate whether specific rock shelters have different acoustic properties, which may have influenced the performance of cultural practices such as trance dances, and the production of paintings. This may partly explain why some rock shelters are bestowed with a larger number of paintings than other,

similar sized rock shelters.

Overall, attempting to summarise this second part of the methodological approach used to understand the complexity of the interconnections of the main values of the property, we suggest the following diagram:

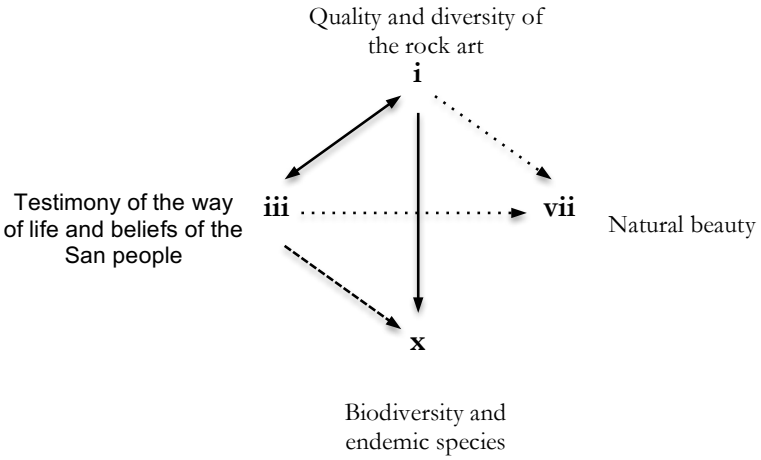

Figure 3.3 – Visual representation of the interconnections between the natural and cultural values that supported the inscription of the property on the World Heritage List

The content and meaning of the rock art, which reflects the cultural value with which the San hunter-gatherers engaged with and drew inspiration from the natural environment, and the physical setting of the rock art within the landscape itself, exemplify the intimate relationship of cultural and natural values supporting the inscription. In essence, this relationship is evident during the primary stages reflected in the production of rock art: acquisition of imagery, manufacture of paint, making of rock paintings, and the use of rock paintings (Lewis-Williams 2002).

3.3. Relationships between the values that supported the inscription with other significant cultural and natural values

Following our methodological approach for assessing the overall significance of the property, we now explore the relationship between the values that supported the inscription and other significant cultural and natural values. In section 2, we indicated that when the uKhahlamba Drakensberg Park was first nominated in 1999, it was proposed under all four natural criteria. However, IUCN considered that the different geological sequences and processes of formation, as well as the ecological and biological processes and upper watershed area, had national and regional, not global significance (see section 2) and, therefore were not considered to be part of the Outstanding Universal Value of the property. This is why it is important that in a holistic view of the overall cultural and natural significance of the property these values are also understood.

The uKhahlamba Drakensberg Park Integrated Management Plan describes the geomorphology of the Park as

> varied owing to the considerable geological and climatological differences between the lower

> altitude sandstone regions and higher altitude basalt outcrops. Substantial climatological contrasts play an important role in establishing site-specific geomorphologic processes. Areas above ca. 2800 m host landscape components that are typical to 'alpine' or 'periglacial' environments, where cold temperatures, ice and snow are important controlling factors. The steep slopes and deep valleys to the east of the Great Escarpment, combined with a high annual precipitation, produce substantial hydraulic gradients along fluvial channels and on slopes, thus providing for a diverse landscape which hosts a wide assortment of erosional and depositional features. Some features that are no longer actively forming are referred to as "fossil-", "relict-" or "palaeo-" landforms. Such landforms may have developed under a different climate than that of today, reflecting a constantly adjusting landscape. The Park has landforms that are both Holocene (last 10 000 years) and Pleistocene (last 2 million years) in age (Ezemvelo 2013).

This statement points to interconnections between the property's geomorphology and hydrology. The Maloti Drakensberg mountain range, of which the property is part of, constitutes the principal water production area in southern Africa. The Drakensberg catchment area contributes significantly to the flow of the uThukela, uMkhomazi and uMzimkhulu Rivers, the three largest catchments in KwaZulu-Natal (Ezemvelo 2013). Generally speaking, the topography of the Drakensberg mountains does not favour the development of large wetlands, however, a wide diversity of pristine wetland vegetation types are represented in the property due to the range of physical conditions under which the wetlands developed. On the basis of a study to compile an inventory and classification of the wetlands in the Natal Drakensberg Park, Kotze et al. (1994) describe eleven wetland vegetation types, which characterize the wetlands of the Park.

What is then the relationship between the geomorphology and hydrology of the property with the values that supported the inscription of the property on the World Heritage List? In the previous section, we discussed the potential interconnections between the San's beliefs, the rock art and the landscape. These interconnections were related to particular natural features of the landscape, which are related to the geomorphology of the property. The Maloti-Drakensberg includes prominent sandstone cliffs ranging in height from 1900m above sea level in the northern areas to over 2200 m above sea level in the southern areas (Ezemvelo 2013). The landforms derived from the geological processes provided an abundance of natural rock shelters for the San to have inhabited and in which to have painted. Deacon (1988) has also noted that hills or promontories are significant features because they offer vantage points to the surrounding landscape; as mentioned earlier, the strategic positioning of Junction Shelter at the confluence of Didima Gorge and Mhlwazini River may have contributed directly to the particular assemblage of rock paintings at this site, which differs from others in the vicinity. In addition, according to Mapote a Sotho man who learnt to paint with the San, the high basaltic mountains are a source of special ochre pigment that 'glistened and sparkled' and had supernatural powers (How 1962). Mapote indicated that the pigment was made by women at full moon who warmed it until it was red-hot and then crushed it into a fine powder before mixing it with the blood of a freshly killed eland. Certain crevices in rock shelters and pools of water were also considered to be portals between this world and the supernatural world (Lewis-Williams 2002; Lewis-Williams and Dowson 1990).

Deacon also explains that:

> In several cases, in hunter-gatherer, herder, and agriculturist traditions, there is ethnographic evidence that rock art has been used to enhance the power and significance of particular places in the landscape. The paintings or engravings were placed there because it was a rainmaking or initiation site (Deacon 2002).

Paintings of rainmaking scenes reflect a strong connection between the San and the environment. The scenes, which are to be found only in the southern uKhahlamba Drakensberg, are likely to have been made after the 1830s after the San appear to have vacated the northern uKhahlamba Drakensberg

(Mazel 1982). In the rock paintings, rainmaking scenes are often characterised by large hippopotamus-like creatures and images of rain. According to Whitelaw there is extensive evidence indicating that San rainmakers worked for southern Nguni chiefs. He notes that rainmaking 'is not an isolated event, but is part of the annual cycle of agricultural activities (Whitelaw 2009). Rainmakers have work to do during the course of the cycle's turning, and are an integral part of farming society. This would have been done in exchange for guns and horses and co-operation in cattle raiding.

Natural features such as pools might not therefore have been simply treated as sources of water by the San; some may have been avoided by all but trained medicine people. This suggests that the distribution of rock pools in the landscape cannot be understood simply as an inventory of water resources alone as some may well have had a primarily "religious" or "sacred" value. Fixed points such as water sources are more easily accounted for than mobile resources such as migrating antelope moving into the mountains as pasture conditions change with the seasons.

A further example showing the interaction of human agency and natural conditions may involve a measure of curation and resource conservation as well as ritual significance. According to Lewis-Williams, 'The close association between bees, honey, potency and trance dancing is indisputable' (Lewis-Williams 2010). It is also believed that San men could own beehives and mark it as their property (ibid). Bees were an important and highly valued component of the natural environment, as a source of honey, which was used in medicine, in food, and as a trade commodity with neighbouring communities. Bee's nests were therefore protected and when honey was removed the nest entrance was repaired, so ensuring a sustainable harvest.

At the same time, bees were considered to possess a powerful form of supernatural potency, similar to that which trained medicine people could only gain access to in ritual trance dances. The sound of swarming bees, for example, resembles some of the aural effects of trance. Swarming tends to occur in early to mid-spring, sometimes through to summer (Hollmann pers. comm., 2017), which is likely to coincide with heightened ritual activity. One reason for swarming is when the present hive gets too big, then the bees 'hive off' and make another one. There are also with occasional afterswarms, when smaller groups of bees will leave a nest (Hollmann pers. comm., 2017). The bee therefore exemplifies the importance of a particular resource where cultural value is also manifested in conservation practices that help to maintain swarms that could otherwise be threatened.

Likewise, we also highlighted in the previous section that the high plant biodiversity of the property bring also a high diversity of medicinal plants. This high diversity of medicinal plants is confirmed by research findings that approximately 450 plant species are sold in markets in KwaZulu-Natal (KZN) and the amount of plant material traded in the same area (i.e. KZN) is estimated at 500 tons per year, whereby most of this material is traded in informal street markets (Ndawonde 2006). According to KZN Wildlife, the value of the medicinal plant trade alone is conservatively estimated at 62 million rand per annum and is rising as the demand increases (ibid). During the first visit to the property, in July 2016, we met Dr. Elliot Ndlovu, a successful medicinal plant farmer and traditional healer. Dr. Ndlovu benefited from a grant under the Community Levy (discussed under section 5.1) to start a business to commercialize cosmetics products created from plants used in traditional medicine.

Resuming this third part of the methodological approach for assessing the relationships between the values that supported the inscription and other significant values of the property, we add to the diagram presented in section 3.2:

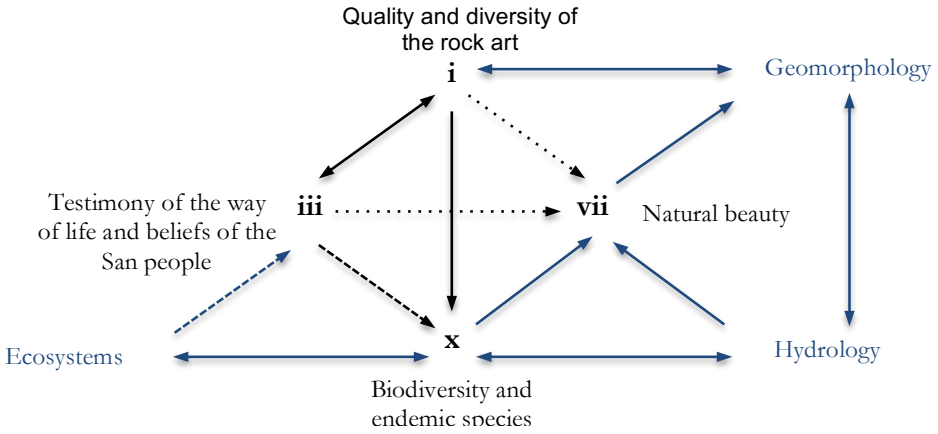

Figure 3.4 – Visual representation of the interconnections between the natural and cultural values that supported the inscription of the property on the World Heritage List and other significant values of the property (1/2) (*Interconnections between the values that supported the inscription are presented in black, interconnections between the values that supported the inscription and other important values are presented in blue. Differences in colour do not imply any ranking between the different values*).

This leads us to finally consider the economic values of the property. This category of values is often considered separately because it is conceptualised in a fundamentally different way; it is usually measured by economic analyses and often expressed in terms of price. We previously referred to the value of the medicinal plant trade however at present, no plant gathering is currently allowed inside the park except in relation to removal of invasive species. The main economic values of the property are related to water supply, carbon sequestration, rock art and tourism, according to an *Economic Valuation of the uKhahlamba Drakensberg Park World Heritage Site*, developed in 2012 (see Table 3.1).

	In ZAR (South African Rand)	
Service	Minimum value	Maximum value
Water (asset value)	47,522,800	4,158,154,956
Water supply regulation (per annum)	22,980,000	113,250,000
Carbon (NPV)	68,888,976	103,320,041
Rock art (monetary value per annum)	9,839,726	13,427,000
Rock art (existence value per annum)	514,492,000	
Tourism (direct spend per annum)	208,000,000	

Table 3.1 - Summary of some economic values (water, carbon, rock art and tourism) for the uKhahlamba Drakensberg Park World Heritage Site (Rushworth 2012)

All these relationships between different categories of values and their different levels of significance, based on our methodological approach is summarised in the following diagram:

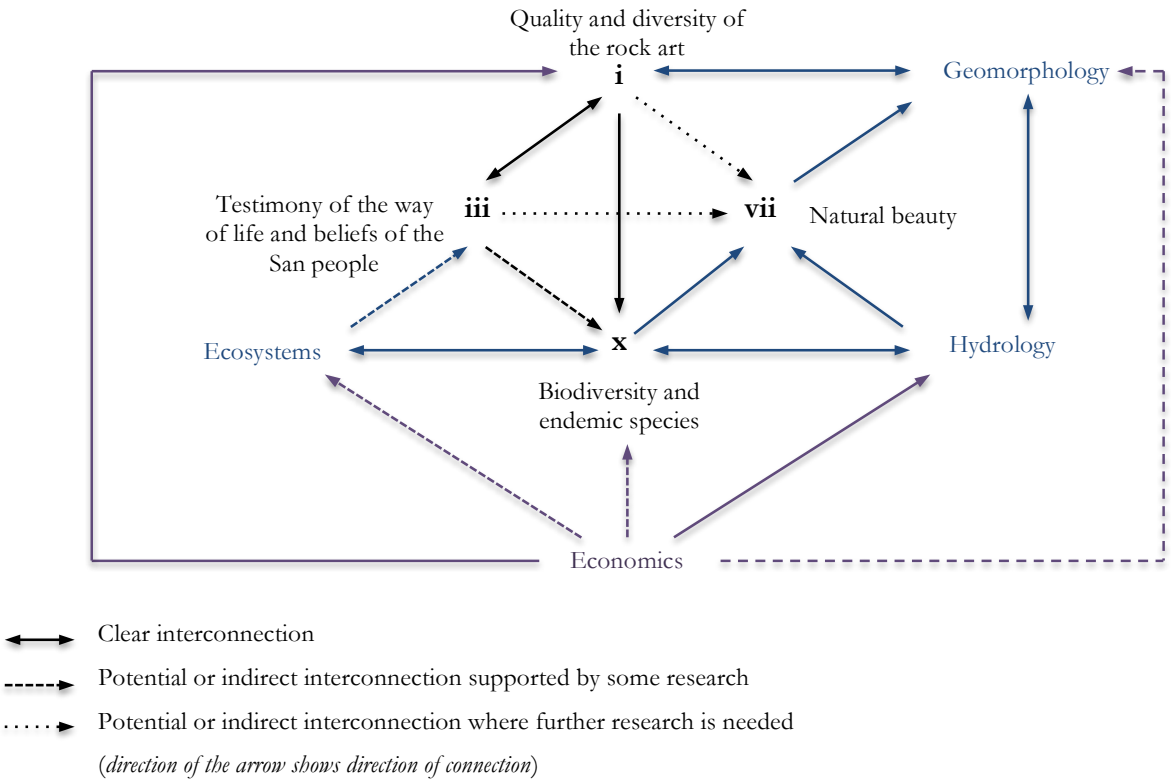

Figure 3.5 – Visual representation of the interconnections between the natural and cultural values that supported the inscription of the property on the World Heritage List and other significant values of the property (2/2) (*interconnections between the values that supported the inscription are presented in black, interconnections between the values that supported the inscription and other important values are presented in blue, interconnections related to the economic value of the property are represented in violet. Differences in colour do not imply any ranking between the different values*).

While this section does not provide a comprehensive description of all values of the property (for instance, we did not discuss educational values), it does illustrate through several examples how different natural and cultural values are interconnected. It also demonstrates the complexity of some of those interconnections and the challenges to describe it and present it in a structured way.

3.4. Conclusions

The relationship between the cultural and natural values is not self-evident. For instance, while the importance of some animal species to the San is obvious from the rock art, the cultural significance of such relationships is not. It lies at a deeper level and is only revealed through detailed study using evidence from a range of sources and concepts drawn from several disciplines (e.g. Lewis-Williams 1981; Vinnicombe 1976). It should also be noted that the interconnectedness of the landscape as it was experienced by the San is only partially visible because it is overlaid and fragmented by the modern network of routes (e.g. roads, powerlines, firebreaks) and nodes of activity (e.g. resorts, official housing, facilities, entry points). That is why we consider that certain aspects, like the relationship between the distribution of rock paintings and landscape phenomena in the Maloti-Drakensberg is deserving of additional research.

The cultural value of particular types of natural features, such as crevices in rock shelters and pools, is only appreciated now as a result of detailed research involving the comparison of rock art images and documentary evidence of recent and historical ethnography. The information link or testimony of the San is broken and our knowledge of how the landscape functioned "culturally" is almost entirely based

on inference from archaeological evidence and ethnographic analogy.

The justification for the inscription of the property under criterion (iii), relates to a unique or at least exceptional testimony to a civilization that has disappeared, not as a living tradition. As expressed in ICOMOS' evaluation 'Punitive raids during the 1860s and 1870s led to the eventual destruction of the San communities, upsetting the balance that had existed for thousands of years between the indigenous people and their sustainable use of the natural resources of the region' (ICOMOS 2000, evaluation). However, Wright and Mazel have commented that in recent years 'several small groups living in the uplands of KwaZulu-Natal sought to establish a public identity for themselves as the descendants of San forebears' (Wright and Mazel 2007). It is possible that these groups provide a link not only in terms of cultural history, but also as a counterpoint to the idea of the San as a locally extinct group with a possibly higher degree of continuity in the pre-colonial history of the Maloti-Drakensberg than conventionally believed. Significantly, Prins (see also Ndlovu 2005 and Francis 2007) also refers to an annual 'eland ceremony' performed by the San descendants people, which 'entails the killing of an eland, usually on a private farm adjacent to the park, and the sprinkling of its blood on the rocks leading up to the rock art site by elders and ritual functionaries' (Prins 2009).

Recent research shows there is a continuity of the San presence through submerged groups among the modern AmaZulu. This provides a link not only in terms of cultural history, as a counterpoint to the idea of the San as a locally extinct group, but also in land-use traditions which show a transition from hunting and gathering to settled agriculture, and with it a different relationship to the natural values. New evidence shows links between San ritual practices and those of Bantu-speaking communities in the same area. This suggests a higher degree of continuity in the pre-colonial history of the Maloti-Drakensberg than conventionally believed. This is another topic that we feel is deserving of additional research. Nevertheless, it is important to state that the features and attributes defining the natural criteria (vii) and (x) are extremely important elements for the actual and further interpretation of the evolution of the region and for the understanding of the interconnection between the San civilization and their environment.

Focusing on the interconnections between values rather than separately identifying and describing those values required a methodological approach that pushed team members to think outside of their disciplinary comfort zones. Structuring that approach into three levels and building the complexity progressively helped us with this process. We wanted to start with the criteria that justified the inscription of the property as main 'building blocks' around which we could start articulating other values and levels of significance. However, we wanted to avoid ranking these different levels to prevent some values being regarded as predominant and others not requiring consideration. At the same time, we also needed to ensure that we did not aggregate all the values into a very complex description of all the interconnections that would not be comprehensible and adequately inform conservation decisions. This is why building the diagram was a fundamental part of our thinking process.

The diagram allowed us to symbolically represent very complex information. It also helped us to visualise some of the potential interconnections, which probably we wouldn't have considered if we had only attempted to describe it. We made several attempts on how to present the diagram. Although we are not fully satisfied with the result, we hope it will help people understanding the interconnected character of the natural and cultural values of the property in a holistic manner.

The interdisciplinary nature of the team was also fundamental. People with different backgrounds often think quite differently about a particular topic, creating knowledge barriers that can make it difficult to understand the relationships between the natural and cultural values. Instead of looking at this diversity of viewpoints as a constraint, we embraced it. Different experiences and knowledge of particular aspects of the property when combined allowed us to understand interconnections that we wouldn't have otherwise considered. Sometimes a simple ordinary remark from one team member triggered an idea in another team member that offered a fresh insight to some of the interconnections between values.

Any assessment of heritage values poses difficulties and no single method yields all the answers. The methodological approach followed should by no means be construed to mean it is the most correct assessment of those values other than for the purpose of the project, which we recall has an experimental nature. Our objective is to explore how a more genuinely integrated consideration of natural and cultural values of the property can potentially strengthen governance and management arrangements that will result in better conservation outcomes.

4. THE GOVERNANCE AND MANAGEMENT SYSTEM OF THE PROPERTY

This section of the report draws linkages between the interconnected character of the values of the property, discussed in the previous section, and the governance and management systems in place. The objective is to understand if these systems could be strengthened in order to achieve better conservation outcomes, if based on a more genuinely integrated consideration of natural and cultural heritage of the property. We first present a brief overview of the history of the conservation of the property, focusing mainly on its conservation as a natural protected area, which seems to have been the main driver for the conservation of the property initially. Then we examine the management objectives included in the main planning documents to understand to what extent they are linked with the Outstanding Universal Value of the property, as well as other significant values that should be equally protected. Subsequently, we outline the property's governance system and management arrangements in order to finally reflect on critical governance and management challenges that warrant further attention and resources.

4.1. History of conservation of the property

The property has a long history of protection prior to its inscription on the World Heritage List, mainly with respect to its natural values. In Lesotho, the component part of the property was first listed as a "Wild Life Sanctuary and National Park" in 1970. Although the area was gazetted in the name of Sehlabathebe National Park under the Land Act of 1979, it was only officially and legally established as a National Park in 2001. In terms of cultural heritage, while the Historical Monuments, Relics, Fauna and Flora Act No. 41 of 1967 provides the legal framework for the protection of all engravings and paintings that are found in Sehlabathebe, the rock art sites are not yet designated as national historical sites. The State Party is working towards this goal, and this is expected to be completed soon (see further information in section 4.4.1, related to the legislative, regulatory and contractual measures for protection).

The history of the conservation of the component part of the property located in South Africa goes back further and is more complex than that of Lesotho. Now a consolidated unit, the uKhahlamba Drakensberg Park originally consisted of several protected areas listed between 1903 and 1989 (see Figure 4.1). The first area to be proclaimed was the Crown Land in the vicinity of Giant's Castle in 1903. Established as a game reserve by the Natal Colonial government, it was extended several times in the following years. A second protected area was established in the vicinity of Mont-Aux-Sources leading to the establishment of the Natal National Park in 1916. This park was later extended to include the adjoining area of Rugged Glen Nature Reserve, which was added in 1950.

In 1927, three areas were listed as State Forests: Cathedral Peak (including Cathkin Forest Reserve), Monk's Cowl and Cobham. These have been retained as protected areas in later legislation. Highmoor State Forest was proclaimed in 1951. Kamberg was listed as a nature reserve that same year, followed by Lotheni Nature Reserve in 1953 and Vergelegen Nature Reserve in 1967. In 1973, two areas were established as wilderness areas: Mdedelelo and uMkhomazi. In 1989 two more areas were added: Mzimkhulu and Mlambonja.

At the international level, the Park was first listed as a Ramsar Site in 1996 and was included on the World Heritage List in 2000. At the time of inscription, the Park still consisted of twelve different protected areas. It became a coherent unit in 2007, when it was officially recognised at the national level as a World Heritage site under the World Heritage Convention Act of 1999.

Despite being extensively researched, the rich cultural heritage of the Drakensberg never enjoyed statutory protection to the same extent as the natural heritage. The first legislative interventions towards the conservation of any cultural resource started just after the establishment of the Union of South Africa in 1910. The Bushman Relics Protection Act 22 of 1911 provided for the conservation of

Bushmen paintings as well as Bushmen-owned contents of graves, caves and rock shelters. Bushmen relics could not be removed without a consenting permit from the Minister of the Interior.

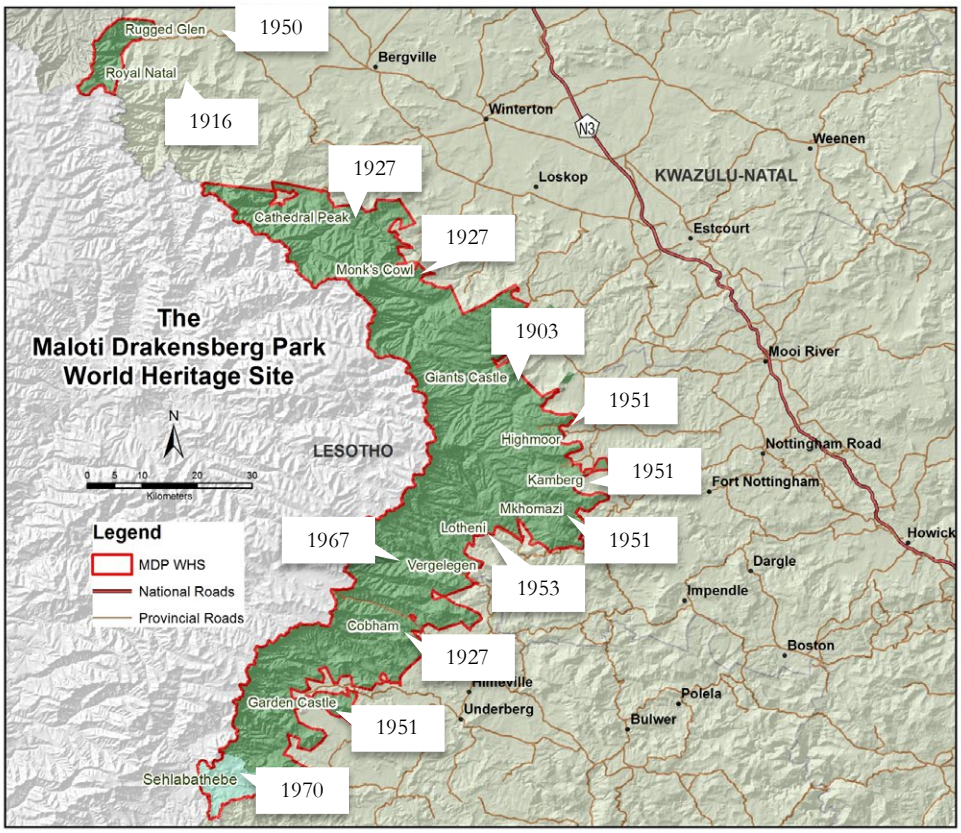

Figure 4.1 – Map of Maloti Drakensberg Park, showing the year of proclamation of different protected areas that composed the uKhahlamba Drakensberg Park, before it became a coherent unit © Ezemvelo

With implementation, it became clear that the remits of the BRPA provisions were narrow and thus needed expansion. Towards this end, in 1923, the scope of the BRPA was expanded by the promulgation of the Natural and Historical Monuments Act, when the term "monument" was introduced and further defined to include a wider range of attributes than Bushmen relics. It also provided for the establishment of a register of monuments that the Commission for the Preservation of Natural and Historical Monuments of the Union thought should be preserved. Thereafter, several legal instruments were promulgated and consequently repealed throughout the following decades, however it was only with the promulgation of the National Heritage Resources Act 25 of 1999 that all rock art was automatically protected.

The formal inventory of rock art sites in the uKhahlamba Drakensberg area began with the archaeological site database project established at what was then called the Natal Museum (now KwaZulu-Natal Museum) in Pietermaritzburg in the early 1970's. Early recognition of the heritage value of the rock art has resulted in continuous detailed study and high-quality research, recognised nationally and internationally.

In 2001, South Africa and Lesotho entered into a bilateral agreement for the joint implementation of the Maloti-Drakensberg Transfrontier Programme. One of the main goals of the programme was to establish a Transfrontier Park between Sehlabathebe National Park and the uKhahlamba Drakensberg Park. As part of this programme, a 20-year (2008-2028) Conservation and Development Strategy was developed and is implemented through five-year action plans (see further information in section 4.3.1). The vision was to establish a framework for cooperation between the two countries for the purpose of

conserving biological diversity and promoting sustainable development of the area. The Maloti-Drakensberg Transfrontier Park was formally declared in 2007 and a Joint Management Plan was adopted for the period of 2008-2012, followed by a second one for the period of 2013-2017. In addition to the original goals of conserving biological diversity and promoting development, the mission statement included in the 2013-2017 plan also refers to cultural heritage:

> To gain and maintain political and stakeholder support for a collaboratively established and sustainably managed Maloti-Drakensberg Transfrontier Park … and buffer area, fostering regional co-operation, biodiversity and cultural heritage conservation as well as cross-border socio-economic development (Maloti-Drakensberg Transfrontier Programme 2012).

While the protection of the property's cultural heritage has become more prominent over time, it appears as if its significance was never fully considered at the same level as that of the natural heritage. Protection of the natural values seems to have been the main focus throughout the history of the conservation of the property, both in Lesotho and South Africa. This impression is reinforced by the governance and management systems in place, as we will discuss in the next sections.

4.2. Aligning/linking values with management objectives

To ensure that the values of a property are sustained for the future, that property has to be actively and effectively managed. To do so, management objectives need to be defined in order to determine what is to be achieved over time and to assist in maintaining the values of the property. These objectives are then translated into work programmes through planning processes intended to achieve desired outcomes. This section presents our findings of whether the management objectives included in the main planning documents are aligned with the values that supported the inscription of the Maloti-Drakensberg Park on the World Heritage or not. It also draws linkages between the management objectives and the interconnected character of the cultural and natural heritage of the property, discussed in section 3, in order to understand if certain aspects could be strengthened.

Towards this goal, we looked at the visions, mission statements and management objectives of the following planning documents:

- the Joint Management Plan for the Maloti-Drakensberg Transfrontier Park of 2012;
- the Sehlabathebe National Park Management Plan of 2008;
- the Integrated Management Plan for the uKhahlamba Drakensberg Park World Heritage Site of 2013 (see Boxes 4.1 and 4.2).

The vision included in the management plan for the Maloti-Drakensberg Transfrontier Park makes reference to the Outstanding Universal Value of the property, without distinguishing between natural and cultural heritage. Its mission, on the other hand, makes specific references to biodiversity and cultural heritage conservation. As is to be expected, the management objectives focus mainly on transboundary coordination for biodiversity and ecosystem management by harmonizing procedures, removing artificial boundaries and following protected areas standards. They also address socio-economic development by promoting cross boarder tourism development and the participation and benefit sharing of local communities in the sustainable use of natural resources. The only reference to cultural heritage relates to the promotion of co-management agreements for biological and cultural resources.

In the case of the management plan for Sehlabathebe of 2008, although the plan expired in 2013 and is yet to be updated, the team decided it was still relevant to analyse what management objectives it included. The plan does not include a vision and its mission statement does not make any specific references to cultural heritage, focusing instead on the development of the Park in harmony with nature

Box 4.1 – Visions and mission statements included in planning documents

Maloti-Drakensberg Transfrontier Park

Vision: An extended World Heritage Site between South Africa and Lesotho that protects its Outstanding Universal Values, and is supported by its people.

Mission: To gain and maintain political and stakeholder support for a collaboratively established and sustainably managed MALOTI-DRAKENSBERG TRANSFRONTIER PARK (uKhahlamba Drakensberg Transfrontier Park World Heritage Site / Sehlabathebe National Park) and buffer area, fostering regional co-operation, biodiversity and cultural heritage conservation as well as cross-border socio- economic development.

Sehlabathebe National Park Management

Mission: The overall mission for Sehlabathebe National Park is to develop the Park in harmony with nature and to contribute to the long-term conservation and sustainable use of the biodiversity of the Park in such a manner that the people of the Kingdom of Lesotho will benefit from and share in its diversity, economic value and opportunities for spiritual well-being and recreation that it offers.

uKhahlamba Drakensberg Park

Vision: A World Heritage Site that protects it's Outstanding Universal Values and is supported by the people of Southern Africa.

Mission:
A World Heritage Site that maintains the biodiversity and cultural values representative of the mountain grassland landscape, enjoys support from the people of Southern Africa, and contributes significantly to the socio- economic development of the region through eco-cultural tourism, provision of ecosystem services and the provision of sustained benefits to the people.

and the long-term conservation and sustainable use of its biodiversity. The management objectives, on the other hand, do include references to culture heritage and are divided into the following categories:

- Biodiversity/resource management objectives;
- Community development objectives;
- Economical objectives; and
- Cultural-historical objectives.

These objectives put a clear emphasis on the biodiversity/resource management objectives with the cultural-historical objectives being of a general nature and referring only to the need to identify and protect the rock art and paleontological sites within the Park and include examples in the Park's interpretative programme.

As for the management plan for the uKhahlamba Drakensberg Park, its vision is extremely similar to the one included in the management plan for the Maloti-Drakensberg Transfrontier Park, which refers to the Outstanding Universal Value of the property in general. Each management objective is defined against a key performance area namely:

Box 4.2 (1/3) – Management objectives included in planning documents

Maloti-Drakensberg Transfrontier Park

- To foster trans-national collaboration and co-operation between the Kingdom of Lesotho and the Republic of South Africa in implementing biodiversity and ecosystem management through the establishment and development of MDTFP (UDP/SNP);
- To promote co-management agreements for biological and cultural resources, while encouraging social, economic and other partnerships among the responsible MDTFP (UDP/SNP) management authorities and other stakeholders;
- To restore and/or maintain ecosystem integrity and natural ecological processes by harmonising biodiversity management procedures across the international boundary and the removal of artificial barriers impeding the natural movement of wildlife between the individual Parks;
- To develop frameworks and strategies through which local communities can participate in and tangibly benefit from, the management and sustainable use of natural resources that occurs within the MDTFP (UDP/SNP);
- To promote cross-border tourism as a means of fostering socio-economic development; and
- To strive to jointly and collaboratively manage MDTFP (UDP/SNP) to accepted protected area management effectiveness standards.

Sehlabathebe National Park Management

Biodiversity/resource management objectives:

- To ensure that the development, management and utilisation of SNP are consistent with the inter- national parameters applicable to a Category II international protected area, i.e. a National Park;
- To perpetuate in as natural a state as possible, representative samples of physiographic areas, biotic communities, genetic resources and species to provide ecological stability and diversity;
- To secure and maintain the habitat conditions necessary to protect significant species, groups of species, biotic communities or physical features of the environment where those require specific human manipulation for optimum management;
- To protect natural and scenic areas of regional, national and international significance for spiritual, scientific, educational, recreational, tourist and/or investment purposes;
- To protect geological, palaeontological, archaeological, historical and cultural sites and the wilderness resources of the Park;
- To maintain and re-establish viable populations of species which are indigenous to the Park;
- To eliminate and thereafter prevent exploitation, uses or occupation inimical to the purposes of designation as a National Park;
- To promote sound management practices for sustainable production purposes;
- To manage visitor use for inspirational, educational, cultural and recreational purposes at a level that will maintain the SNP in a pristine or near pristine state;
- To encourage non-consumptive and strictly controlled consumptive uses of the natural resources of the Park, provided that these are at sustainable levels and consistent with the other objectives of SNP.

Box 4.2 (2/3) – Management objectives included in planning documents

Sehlabathebe National Park Management (cont.)

- To create appropriate, sustainable and financially viable tourist infrastructure including a lodge and group camp facility;
- To develop and maintain an environmental education service, aimed primarily but not exclusively at the youth, by providing the necessary infra- structure and logistical support;
- To promote the development, management and utilisation of the Park in context of the greater MDTP area by adhering to MDTP principles and objectives;
- To investigate and pursue the proclamation of SNP and the region as a World Heritage Area and a Ramsar Wetland of international significance;
- To investigate and pursue the establishment of a Biosphere Reserve(s) and/or other appropriate classes of protected areas (such as Category VI managed resource use areas) linking SNP with the other regions of the MDTP;
- To pursue the formal linking up of SNP and the Lesotho regions of the MDTP with the neighbouring South African protected areas of the uKhahlamba Drakensberg Park, in order to reap the ecological and environmental benefits inherent in being part of a much larger protected ecosystem;
- To contribute at local, regional and national levels to nature and environmental programmes of the Government of Lesotho (GoL);
- To monitor and evaluate all activities undertaken on SNP to ensure that these take place in accordance with internationally accepted guidelines and standards for a National as well as Transfrontier Park and at a level consistent with the realisation of the objectives;
- To provide opportunities for education, interpretation and public appreciation at a level consistent with the foregoing objectives;
- To undertake and/or provide opportunities for applied research at a level consistent with the foregoing objectives.

Community development objectives

- To establish and/or maintain close ties with neighbouring communities;
- To promote and/or establish and/or maintain Community Conservation Forums (CCF) and other community structures to enable the local com- munities in the vicinity of the Park to become involved with conservation matters outside of the Park in the MDTP, and to a lesser extent also in the Park itself;
- To use SNP as an example for the promotion and/or establishment and/or maintenance of CCF's and other community structures elsewhere in the MDTP in order to enhance the conservation status of these areas;
- To develop innovative means to allow the communities in the vicinity of SNP to share in a fair and equitable manner in the proceeds of the Park;
- To investigate and develop means to allow the sustainable non-consumptive and consumptive uses of biological resources inside SNP, pro- vided that such use would be consistent with the overall objectives of the Park;
- To promote the sustainable non-consumptive and consumptive uses of natural and biological resources outside of the Park to the sole benefit of the local communities, who will act as custodians of these resources, provided that such use will not be inimical to the overall objectives of the Park and take place in accordance with inter- national norms and standards.;
- To develop and implement a policy of preferential employment to the advantage of the neighbouring communities.

Box 4.2 (3/3) – Management objectives included in planning documents

Sehlabathebe National Park Management (cont.)

- To promote lifestyles and economic activities which are in harmony with nature and the preservation of the social and cultural fabric of the communities concerned.

Economical objectives

- To develop nature-based revenue-generating development and economic activities inside the Park which are viable, profitable and in harmony with nature and the objectives of SNP;
- To promote nature-based revenue-generating development and economic activities outside the Park in the MDTP area which are viable, profit- able and in harmony with nature and the objectives of SNP, UDP World Heritage Site and the MDTP;
- To develop and maintain a system whereby all or some of the proceeds, financial or otherwise, from these activities could be channeled to the local communities;
- To investigate and to establish a link, by hiking and pony trail, with the adjoining South African uKhahlamba Drakensberg Park World Heritage Site, to allow tourists from the South African side direct access to SNP;
- To investigate and establish a road link via the Ramaseliso's Gate Border Post with Underberg in South Africa.

Cultural-historical objectives

- To ensure that all cultural-historical resources, including especially representative examples of San Rock Art but to a lesser extent also historical herder's huts, in the Park are identified and effectively protected;
- To give special protective attention to the numerous rock art sites scattered all over the Park;
- To include representative examples of these cultural-historical sites in the Park's interpretative programme;
- To identify and protect all palaeontological sites of significance in the Park.

uKhahlamba Drakensberg Park

- Comply with and enforce legislation pertaining to the protection, development and management of the Park;
- Maintain effective linkages with affected communities and other stakeholders in order to ensure collaborative management;
- Protect the Park values from activities, processes or land uses outside of its boundaries, which may threaten it, through an established buffer zone which is accepted by the broader communities and stakeholders;
- Respect and give access to the Park's biodiversity, cultural and wilderness values in order to sustainably capitalize on the tourism potential for the Park and its surrounding areas;
- Conserve the full range of biodiversity in the Park including the natural processes that maintain it;
- Promote the conservation management and public appreciation of all cultural and heritage resources within the Park in accordance with statutory regulations;
- Facilitate adaptive management through the assessment of management interventions and the provision of information for achieving the objectives of the Park;
- Provide adequate human resources, equipment and funding to effective development management of UDP WHS.

- Legal compliance and law enforcement;
- Stakeholder engagement;
- Buffer zone protection and regional management;
- Eco-cultural tourism development;
- Conservation management;
- Cultural heritage management;
- Environmental education and awareness; and
- Research, monitoring and reporting.

The management objectives address broad thematic areas, with only a few references to both cultural and natural heritage, and are then translated into strategic outcomes in further detail. When there are specific references to values, three types of values are identified: biodiversity/natural values, cultural values and wilderness values.

Overall, the emphasis on biodiversity values is clearly evident throughout all three management planning documents. No reference is made to the exceptional beauty of the property, which is one of the key reasons why the property was inscribed on the World Heritage List. The geological values of the property, although not part of the Outstanding Universal Value but important in relation to the interconnected character of the property, are only marginally referred to in the objectives of the management plan for Sehlabathebe. In relation to cultural heritage, all three planning documents include some references to it in their management objectives, however not to the levels that would be expected in a property recognised to have both Cultural and Natural Outstanding Universal Value. While management objectives need to be defined in relation to the critical management challenges at hand, it is crucial to remember that the ultimate goal of protecting and managing a World Heritage property is to maintain its values over time. Therefore, the team considered that future revisions of the planning documents analysed should attempt to further align management objectives with the overall protection of the Outstanding Universal Value of the property and in relation to the justification of the four criteria that were the basis of the inscription.

4.3. Governance type and actors and institution(s) directly concerned with the property

> *Governance*
> The interactions among structures, processes and traditions that determine how power and responsibilities are exercised, how decisions are taken and how citizens or other stakeholders have their say (Borrini-Feyerabend et al 2013).

Until recently, governance and management were not distinguished as separate concepts and, under the World Heritage system, they still aren't. The latest version of the Operational Guidelines (dating from 2016) makes no reference to governance. As this concept is becoming increasingly important in the field of protected areas, IUCN and ICOMOS decided to explore how to use it (and distinguish it from management) in the fieldwork of the second phase of the Connecting Practice project. This section therefore provides an overview of our understanding and analysis of the way in which authority and responsibility is exercised for the Maloti-Drakensberg Park. Since such processes are hard to observe, our attention during the two visits was largely placed on the governance system or framework upon which these processes rest, such as the agreements, procedures, conventions or policies that define who has power and how power is obtained, how decisions are made, and how accountability is rendered. As a transboundary property, there is a transboundary governance (as a sub-form of shared governance[4]) between Lesotho and South Africa for the Maloti-Drakensberg Park. Therefore, we first look at the

[4] IUCN Best Practice Guidelines on Governance of Protected Areas identify four broad governance types: governance by government; shared governance; governance by private individuals and organisations; and governance by indigenous peoples and/or local communities (Borrini-Feyerabend et al 2013).

co-management agreements and institutions in place at this level. At the same time, the different systems applicable in South Africa and Lesotho remain discernible due to the sovereignty of the two countries, so we then look in more detail at the governance systems of each county.

4.3.1. Transboundary governance

As mentioned before, in 2001, South Africa and Lesotho entered into a bilateral agreement for the joint implementation of the Maloti-Drakensberg Transfrontier Programme (hereafter also referred to as MDTFP). This led to the creation of the Maloti-Drakensberg Transfrontier Park in 2007. The MDTFP is guided by the Bilateral Coordination Committee, which is constituted to coordinate the Maloti-Drakensberg Transfrontier Conservation and Development Area (MDTFCA) programmes. In addition, the Joint Management Committee (created in 2005) is responsible for the facilitation, coordination and joint authorisation of mutual management activities in the Transfrontier Programme. This Committee is composed of several permanent members from Ezemvelo, representing South Africa, and from the Ministry of Tourism, Environment and Culture from Lesotho. The Committee's main responsibilities include:

- the periodic revision and implementation of the Joint Management Plan for the Transfrontier Park;
- the administration of funds received and generated specifically for the joint management of the Transfrontier Park;
- the facilitation and coordination of inputs from relevant stakeholders, including governmental departments, non-governmental organisations, private land owners, local communities, local tourism operators, and funding and donor organisations; and
- the establishment of other Committees as may be necessary.

Two Committees have consequently been established:

- the Bilateral Tourism Working Group, which drives the common tourism initiatives and infrastructure agenda of the MDTFCA, responsible for biodiversity and protected design and planning and management as well as expansion initiatives; and
- the Cultural Heritage Working Group, responsible for the cultural heritage issues of the two countries.

4.3.2. Governance system – Lesotho

The Kingdom of Lesotho is a constitutional monarchy with two spheres of government: central and local. The Ministry of Tourism, Environment and Culture is the main implementing agency for the protection and management of the Sehlabathebe National Park (hereafter sometimes referred to as SNP). This Ministry is composed of three main departments with individual directors: Tourism, Environment and Culture, each led by a director. The main responsibilities for national parks come under the Department of the Environment, with a designated Director for National Parks. World Heritage issues on the other hand are mainly under the Department of Culture. The day-to-day management of the SNP is carried out under the responsibility of the Park Manager, who reports to the Director for National Parks, under the Department of Environment. The park management team includes staff with expertise in nature, culture and tourism, reflecting a similar approach to what is in place at the ministerial level.

The Ministry of Tourism, Environment and Culture in collaboration with the Ministry of Local Government have facilitated the establishment of a Community Conservation Forum as a means of involving communities in management of the SNP. Any policies or activities that may impact on the daily lives or activities of the local community will be discussed through the Community Conservation Forum, prior to any decisions or actions being taken (Ministry of Tourism, Environment and Culture

2008, SNP management plan).

4.3.3. Governance system – South Africa

Following the inscription of the property on the World Heritage List in 2000 and its subsequent recognition at the national level under the World Heritage Convention Act, in 2007, the Minister of Environmental Affairs and Tourism (now Minister of Environmental Affairs) declared the KwaZulu-Natal Nature Conservation Board, as the management authority for the property on 11 July 2008, (Gazette No. 31220, Notice No. 741) and re-appointed it on 18 July 2014 (Gazette No. 37830, Notice No. 568). The Board reports to the Minister of Environmental Affairs, but through the provincial Member of the Executive Council (MEC) responsible for environment.

Ezemvelo is the implementing agency of that Board and the *de facto* main management authority for the component part of the World Heritage property in South Africa, that is the uKhahlamba Drakensberg Park. Formally called the KwaZulu–Natal Nature Conservation Service, Ezemvelo (its trade name) was created in 1997 through the KwaZulu–Natal Nature Conservation Management Act (No. 9 of 1997). Consequentially, the agency is responsible for biodiversity conservation in the province of KwaZulu-Natal and manages a number of protected areas in the province, in addition to being responsible for the management of the component part of the World Heritage property located in South Africa. Its core disciplines are biodiversity conservation, sustainable use of natural resources, the management of partnerships with stakeholders and communities, and the provision of affordable eco-tourism destinations within the province.

As the main management agency for the uKhahlamba Drakensberg Park, Ezemvelo is therefore responsible for developing management objectives and the Integrated Management Plan (IMP), including the definition of park boundaries and zonation within the Park. The Minister of Environmental Affairs approves the IMP, however, Ezemvelo takes full responsibility for the management of the site. The fiscal budget is provided for through the provincial Department of Economic Development, Tourism and Environmental Affairs.

Ezemvelo is accountable to the Member of the Executive Council (MEC), for Economic Development, Tourism and Environmental Affairs) under the KwaZulu-Natal Nature Conservation Management Act, and the Minister of Environmental Affairs under the World Heritage Convention Act. Since Ezemvelo is a provincial entity, a Memorandum of Understanding (MoU) was signed between Ezemvelo and the then Minister of Environmental Affairs and Tourism, stipulating that the Integrated Management Plan is the primary document for decision-making and resource allocation. The Department of Water and Sanitation remains as the managing body for the water catchment in South Africa.

As mentioned above, Ezemvelo's core disciplines are related to nature conservation. However, since the property was inscribed on the World Heritage List as a mixed property and under the World Heritage Convention Act (discussed in further detail in section 4.4.1 below), Ezemvelo has the responsibility of managing the cultural heritage of this component part of the property. Acknowledging institutional limitations at the nomination phase, Ezemvelo signed a Memorandum of Understanding with Amafa AkwaZulu-Natali, (hereafter referred to as Amafa) in 1999 (see Annex 5), whereby Amafa agreed to provide support for cultural heritage management within the Park, 'until Ezemvelo recruited suitably qualified cultural resource management staff' (Ezemvelo and Amafa n.d., draft Cultural Heritage Management Plan). Like Ezemvelo, Amafa is a Provincial Heritage Agency, established as a statutory body in terms of the KZN Heritage Act of 1997, replaced by the KZN Heritage Act of 2008. This arrangement between the two agencies was understood to be temporary and at the time of inscription on the World Heritage List, ICOMOS strongly recommended that a cultural heritage unit be established within Ezemvelo, since its mandate was (and remains) focused on nature conservation. However, this temporary solution has been extended over time as Ezemvelo has not yet been able to

appoint cultural heritage personnel.

Traditional leadership is another form of governance that is relevant at the provincial level and is recognized by the Constitution of the Republic of South Africa. The relevance of the Traditional Leadership and Governance Framework Act No 41 of 2003 cannot be overlooked in view of the fact that the World Heritage property falls under 14 traditional authorities. In order to accommodate traditional leaders and communities living in the area in the governance and management of the property, Ezemvelo established statutorily required Local Boards. The Local Boards and a Community Trust are required in terms of the KwaZulu-Natal Nature Conservation Management Act of 1997. According to Ndlovu (2016), these structures serve two aims: first, to promote local decision-making regarding the management of biodiversity and heritage resources within protected areas, and second, to promote greater cooperation between the activities of the protected area and those of the surrounding areas. The communities around the uKhahlamba Drakensberg Park consider the World Heritage property as an asset. During the field visit, it was noted that, although Ezemvelo has some successful community engagement initiatives, further engagement is needed with traditional leadership and communities (see section 5. for further information on community benefits).

4.4. Management systems and management effectiveness

One of the key objectives of the second phase of the Connecting Practice was to try to understand if a more genuinely integrated consideration of natural and cultural heritage of the properties used as case studies could help strengthen existing management systems and achieve better conservation outcomes. Therefore, in this section, we explore crucial elements of the management systems in place and their effectiveness in achieving the management objectives discussed in section 4.2, and maintaining the property's values. As discussed in relation to governance, each country has distinct management systems in place, founded on their own legal, regulatory and contractual measures for the protection of natural and cultural heritage.

4.4.1. Legislative, regulatory and contractual measures for protection

To understand the management systems in place, it is important to consider the legislative components for both natural and cultural heritage in each of the two countries. Due to the proximity of the two countries, historically there has always been some level of alignment between legal provisions. For instance, following its independence in 1966, Lesotho introduced the Historical Monuments, Relics, Fauna and Flora Act No 41 of 1967, which presented similarities to South Africa's Natural and Historical Monuments, Relics and Antiques Act as of 1934. The former remains the main legal framework for the protection of all rock art that is found in Sehlabathebe.

Sehlabathebe National Park is mainly protected by nature conservation legislation. As mentioned in section 4.1, SNP was initially established as a "Wild Life Sanctuary and National Park" in 1970 and superseded by the National Parks Act of 1975. In 2001, it was declared as a Selected Development Area (SDA) subject to the provisions of Section 44 of the Land Act 1979. The Park also enjoys full protection under the provisions of Environment Act 2008, which is framework legislation on environmental protection (UNESCO 2012, Nomination file). The State Party is also in the process of developing a bill named Biodiversity Resources Management Bill that will provide guidance on nature conservation (UNESCO 2015b, State of Conservation Report). Table 4.1 summarises the main legal framework and its purpose.

South Africa has a three-tier legislative governmental system based on national, provincial and local arrangements, meaning that there are multiple pieces of legislation that are relevant to the component part of the property located in its territory, in each one sphere of government. National government is responsible for policy formulation, development of national standards and norms, as well as rules and regulations. There are however exclusive functional areas for provincial governments like provincial

planning, provincial cultural matters, provincial roads and traffic, etc. This explains why KwaZulu-Natal Province has conservation agencies such as Amafa and Ezemvelo, as the main implementing agencies for the protection of the cultural and natural heritage of the property, as explained the previous section related to governance.

Table 4.1 – Applicable Legal Framework in SNP, Lesotho

APPLICABLE LEGAL FRAMEWORK	PURPOSE	ZONE OF GOVERNANCE
Maloti-Drakensberg Transfrontier Programme MoU	Outlines roles and responsibilities of the two countries in the context of TFCA	Inter-country /Bilateral
Land Act of 2010 (formerly known as the Land Act of 1979)	Under the Act, areas identified for public purposes are declared as Development Areas, and are as thus state owned.	National Level
Historical Monument, Relics, Fauna and Flora Act, 1967 (Act No 41 of 1967)	Provides for the preservation and protection of natural and historical monuments, relics, antiquities, fauna and flora. All rock art sites in the country, thus including those found in SNP are protected under the Act. Some endangered fauna and flora also get protection under the Act.	
National Parks Act of 1975	Provides for the establishment and maintenance of Parks for the conservation of wild animals and fish life; the preservation of vegetation and objects of historical or scientific interest for the enjoyment of visitors.	
Environment Act of 2008	Provides for the management of the environment and all natural resources of Lesotho. The Act also identifies elements, objects and sites of natural and cultural importance, and further issues guidelines and prescribes measures for the management and protection of natural and cultural elements, objects and sites through Environmental Impact Assessments.	
Local Government Act, 1997 (Act No 6 of 1997)	Establishes local authorities, which are responsible for management and development of natural resources within their jurisdiction. Sec 4 of the Act (as amended) creates the following local government structures: • Community Councils, made up of between 9 and 15 elected members and no more than two gazetted Chiefs (nominated by the Chiefs within a Community Council area). • An Urban Council (Maseru). • Municipal Councils (yet to be established). • District Councils, of which two members must be gazetted Chiefs, nominated by Community Councils in the District	Local Level
Chieftainship Act, 1968 (Act 22 of 1968)	With the enactment of this Act, the role of Traditional Leaders (Chiefs) and the Department of Chieftainship were formalised for the first time in Lesotho	

At a national level, the component part of the World Heritage property has to comply with the requirements of:

- the World Heritage Convention Act No. 49 of 1999;
- the National Environmental Management: Protected Areas Act No.57 of 2003;
- the National Environmental Management: Biodiversity Act No.10 of 2004;
- the National Heritage Resources Act No. 25 of 1999.

Despite the apparent fragmented nature of the legislation, these laws are supposed to be implemented in an interconnected manner, within the framework of the definition of environment as provided in the National Environmental Management Act No. 107 of 1998, which provides the underlying framework for environmental law in South Africa.

At a provincial level, the property must comply with the KwaZulu-Natal Nature Conservation

Management Act No. 9 of 1997, the KwaZulu-Natal Heritage Resources Act No. 4 of 2008, the KwaZulu-Natal Planning and development Act No. 6 of 2008, as well as the municipal by-laws of four district municipalities and eight local municipalities. To comply with the policy of provincial-level jurisdiction over cultural affairs, the KwaZulu-Natal Heritage Resources Act No. 4 of 2008 makes provision for the establishment of Amafa to administer heritage matters on behalf of the Provincial government. Read together with the National Heritage Resources Act No. 25 of 1999, this provides the legislative framework for the protection of (mostly cultural) heritage resources within KwaZulu Natal. Protection extends to structures over 60 years old, archaeological sites, rock art sites, traditional burial places, battlefields, historic fortifications, graves of victims of conflict, paleontological sites, meteorites, and public memorials. Importantly, protection also extends to the landscape setting of the sites, which allows for the conservation of the visual environment. Table 4.2 summarises the main legal framework for the uKhahlamba Drakensberg Park and its purpose.

Table 4.2 – Applicable Legal Framework for the uKhahlamba Drakensberg Park, South Africa

APPLICABLE LEGAL FRAMEWORK	PURPOSE	ZONE OF GOVERNANCE
Maloti Drakensberg Transfrontier Programme MoU	Outlines roles and responsibilities of the two countries in the context of TFCA	Inter-country /Bilateral
World Heritage Convention Act No. 49 of 1999	Incorporates the Convention into national law and gives powers to management authorities	National Level
National Heritage Resources Act No. 25 of 1999	Ensures protection of national heritage assets	
National Environmental Management: Protected Areas Act No.57 of 2003	Establishes network of protected areas and its management	
National Environmental Management: Biodiversity Act No.10 of 2004	Provides for protection of biodiversity species	
KwaZulu-Natal Nature Conservation Management Act No. 9 of 1997	Provides for conservation of provincial natural heritage	Provincial Level
KwaZulu-Natal Heritages Resources Act No. 4 of 2008	Provides for conservation of provincial cultural heritage	
KwaZulu-Natal Planning and development Act No. 6 of 2008	Provides planning legislation, notably the requirement for all infrastructural development to be approved by the relevant local municipality. It also regulates all building and planning activities in municipal areas.	
By-laws	Control the actions of its members	Local Level
Traditional Leadership and Governance Framework Act No 41 of 2003	Recognizes traditional leaders and councils	

4.4.2. Management plans and other planning documents

As in section 4.2, related to management objectives, the findings in this section are based on the analysis of the following planning documents:

- the Joint Management Plan for the Maloti Drakensberg Transfrontier Park of 2012;
- the Sehlabathebe National Park Management Plan of 2008;
- the Integrated Management Plan for the uKhahlamba Drakensberg Park World Heritage Site of 2013.

The Joint Management Plan for the MDTP establishes a framework to guide the deliberations of the Joint Management Committee, as the main body responsible for the coordination and joint activities in the Transfrontier Programme. This plan provides guidelines for:

- biodiversity conservation management, including fire management, Alien Species Control and Management, water catchment management, soil erosion and control, wildlife management, resource utilization;
- cultural heritage management;
- eco-cultural tourism, marketing and concessions;
- infrastructure;
- environmental interpretation and education;
- research; and
- monitoring and evaluation.

Whilst the Joint Management Plan addresses fire management, uncontrolled fires are a serious threat to the integrity of the property and therefore a more detailed Joint Fire Management Plan was developed in 2011 and revised in 2016 (this document was submitted to the World Heritage Centre in December 2016, as part of a State of Conservation Report). This plan details the present philosophy for fire management application, describes fire behaviour and makes provisions for fire management operations, scheduled burning, wildfire suppression and recording and reporting.

As mentioned before, Lesotho and South Africa retain the right to administer the component parts of the World Heritage property located within their territories according to their respective management plans. As also mentioned, the 2008 management plan for Sehlabathebe National Park expired in 2013 and is yet to be updated. At the time of the property's extension (2013), the World Heritage Committee not only requested the State Party of Lesotho to update the plan but also to address a number of issues in order to strengthen the management of the cultural heritage of SNP, namely:

- Conduct further research on rock art within the Park and its surroundings to add to the existing inventory (including the state of conservation of the documented rock art sites);
- Study the potential cultural contribution of landscape elements, such as rock pools, in Sehlabathebe as part of on-going research;
- Designate on the basis of the revised inventory and the research, the most significant rock art sites as national historic sites through public gazetting;
- Collaborate with the State Party of South Africa to update the existing cultural heritage management plan to include a risk preparedness and a disaster response plan;
- Further build capacity through the training of staff of the Sehlabathebe management base and the Department of Culture in the documentation and conservation of rock art, provide significantly enhanced qualified staff within the Park (UNESCO 2013, Committee Decision 37 COM 8B.18).

Since then, the State Party of Lesotho has actively worked towards addressing these requests (which partly justifies why the management plan has not been updated yet), and has developed the following documents:

- *Research Report Sehlabathebe National Park Oral History*. This report presents the results of a research study on the oral history of the SNP and its landscape elements. It assesses the surrounding communities' attachment to the natural elements of the Park's landscape and determines ways in which communities value the local biodiversity.

- *Rock Art and Baseline Archaeological Survey***.** This document presents the findings of the archaeological survey in SNP, carried out in 2015. The survey found 222 archaeological sites of which 97 are rock art sites, each recorded according to the relative importance or significance of the heritage resources with respect to conservation, visitor attraction (tourism) and research.

- *Cultural Heritage Management Plan***.** Although called a management plan, this document actually

constitutes a management strategy for the protection of the cultural heritage and was designed to complement the Maloti-Drakensberg Cultural Heritage Management Plan (which will be discussed below in relation to South Africa) being developed by South Africa. It is also intended as a companion to the Rock Art and Baseline Archaeological Survey.

These documents were all submitted to the World Heritage Centre as part of the 2016 State of Conservation Report. There is no indication in any of these documents of how they will be integrated with the future management plan for SNP (as the previous one expired in 2013).

The Integrated Management Plan (IMP) for the South African component, adopted in 2013, is the primary document guiding the management of the property. It identifies the following issues as the main management challenges:

1) Legal compliance and law enforcement, including illegal activities in and around the property (specifically stock theft and drug smuggling) and access control issues relating to illegal exit and entry points into South Africa;

2) Stakeholder engagement, namely involvement of communities that are not supportive of the property, flow of benefits to local communities, necessity of a strategy to communicate the IMP and the property to communities and other stakeholders;

3) Development of a buffer zone and other regional management strategies/mechanisms to address non-compatible land-uses and/or developments in the areas adjacent to the property that may threaten its values;

4) Eco-cultural tourism development, namely state of tourism facilities in certain areas and maintenance issues;

5) Conservation management including human/wildlife conflict, management of alien and invasive species, fire management and management of grazing concessions that needs to be reviewed and documented;

6) Cultural heritage management, namely loss or degradation of cultural heritage sites and capacity to manage cultural heritage;

7) Operational management, namely inadequate human and financial resources.

Ezemvelo has worked extensively to address some of these challenges. Regarding cultural heritage management, the Integrated Management Plan calls for the development of a Cultural Heritage Management Plan (CHMP). Therefore, Amafa and Ezemvelo started to jointly develop this management plan, which was made available to us as a draft document. The purpose of the CHMP plan was to:

- Facilitate achievement of the objectives and strategic outcomes of the park in relation to cultural heritage;
- Provide an integrated overview and understanding of the cultural heritage of the Park; provide an assessment of the significance of cultural heritage sites and the landscape as a whole, and provide a Statement of Significance and grade;
- Highlight issues (threats) affecting the significance of the site, or which have the potential to affect it in the future;
- Provide cultural heritage conservation policies and approaches appropriate to the site and its context, ensuring that the significance of the site is retained;

- Provide a framework to deepen people's understanding and appreciation of cultural heritage; and
- Maximise the educational, scientific and socio-economic value of heritage resources located within the Park and its Buffer Zone in a sustainable manner that does not impact on the integrity or spiritual value of these sites (Amafa and Ezemvelo n.d., draft Cultural Heritage Management Plan).

Originally, this plan was also intended to facilitate the handover process from Amafa to Ezemvelo, based on a five-year plan prepared by Amafa in 2014 to further capacitate Ezemvelo in their role as custodians and managers of the cultural resources within the Park and positioning Amafa in an advisory role (ibid). However, due to current financial limitations it is unlikely that such handover can take place in the near future (see section 4.4.3 below for further information).

The buffer zone process, which started in 2006, is almost completed. This has been a lengthy and complex process due to the large number of right holders and their distribution over an area of 200 km. Figure 4.2 shows the application of a number of objectives to determine the extent of the buffer zone.

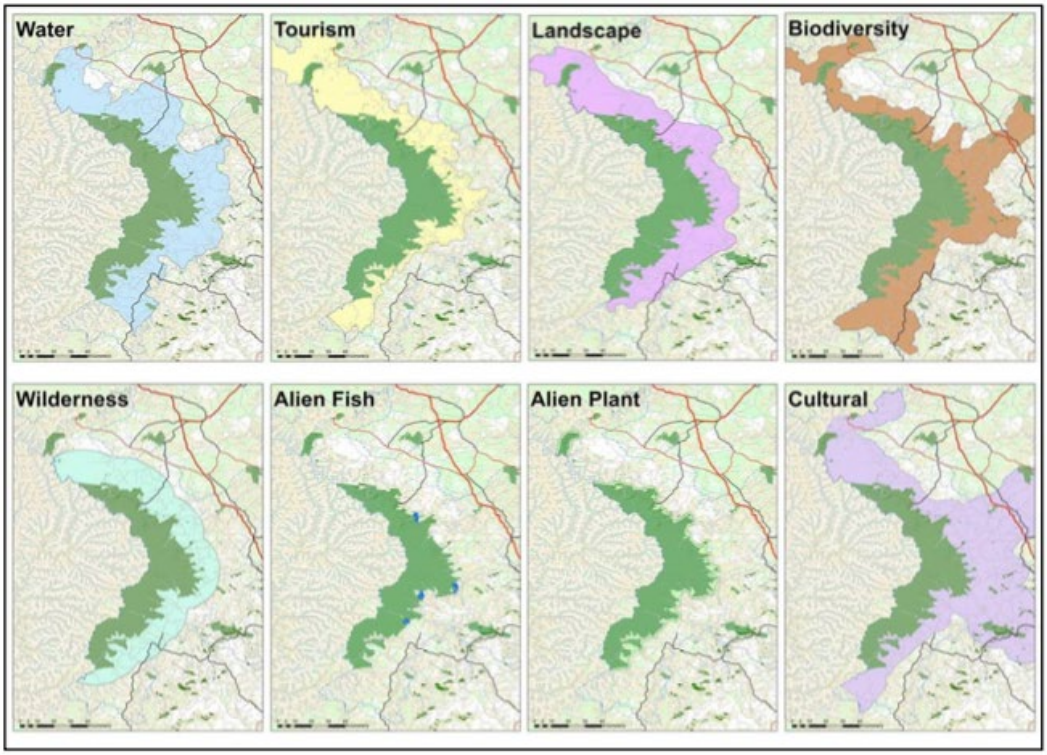

Figure 4.2 – The objectives captured as spatial layers used to determine the extent of the required buffer zone for the WDP WHS (Golder Associates 2010).

Management of alien and invasive species is also amongst the crucial challenges identified in the Integrated Management Plan, therefore Ezemvelo has developed a separate Invasive and Alien Species Management Plan (2013). Fire is likewise one of the major threats to the World Heritage Property, therefore a Fire Management Plan (2016) has been developed jointly with Lesotho for the whole World Heritage Property as mentioned before. In addition, Ezemvelo has developed an Environmental Awareness Plan for 2016 - 2020. All these documents were made available to the team however were not analysed in-depth

Other management challenges included in the Integrated Management Plan are stakeholder engagement, and in particular the flow of benefits to local communities, ecotourism development and

inadequate human and financial resources. The latter will be discussed in the next session, whereas the former will be considered in section 5.

To assess the management effectiveness of the system of place for the protection of the uKhahlamba Drakensberg Park and, in particularly, the implementation of the key performance areas and management targets included in the Integrated Management Plan, Ezemvelo carries out a management effectiveness assessment on a yearly basis. This assessment uses the Management Effectiveness Tracking Tool (METT), developed originally by WWF and the World Bank. This is a crucial process not only to evaluate the overall management assessment of the Park but also because the allocation of financial resources could be influenced by the results of these assessments. The national minimum required scored for protected area management effectiveness is 67%. For the past few years the average management effectiveness score for the uKhahlamba Drakensberg Park has been set at 75.23%. The previous years of assessment showed a healthy increase over the Park's assessment in 2010/11 which was recorded at 64.3%. In 2011/12 the score was 72%, in 2012/13 was 78%, in 2013/14 was 75.16%, in 2014/15 was 79.74% and in 2015/16 was 57.38%. However, the score for 2016/17 is 63.35%, showing an increase of 6.7% from the previous year's recorded score. A new METT-SA system, involving different parameters, is considered to have significantly influenced the observed decline in recent years. That being said, this decline is also justified by the lack of staffing, insufficient budget for maintenance, and lack of budget for critical management functions (capital budget and infrastructure maintenance).

4.4.3. Staff and finances

Since Sehlabathebe National Park depends directly from the Ministry of Environment, Tourism and Culture, annual plans are discussed with the Directors for Tourism, Environment and Culture. Thus, each directory allocates funding in relation to activities related to its field which are then combined for the implementation of the proposed measures in the Park. The park management organogram can be summarised as follows:

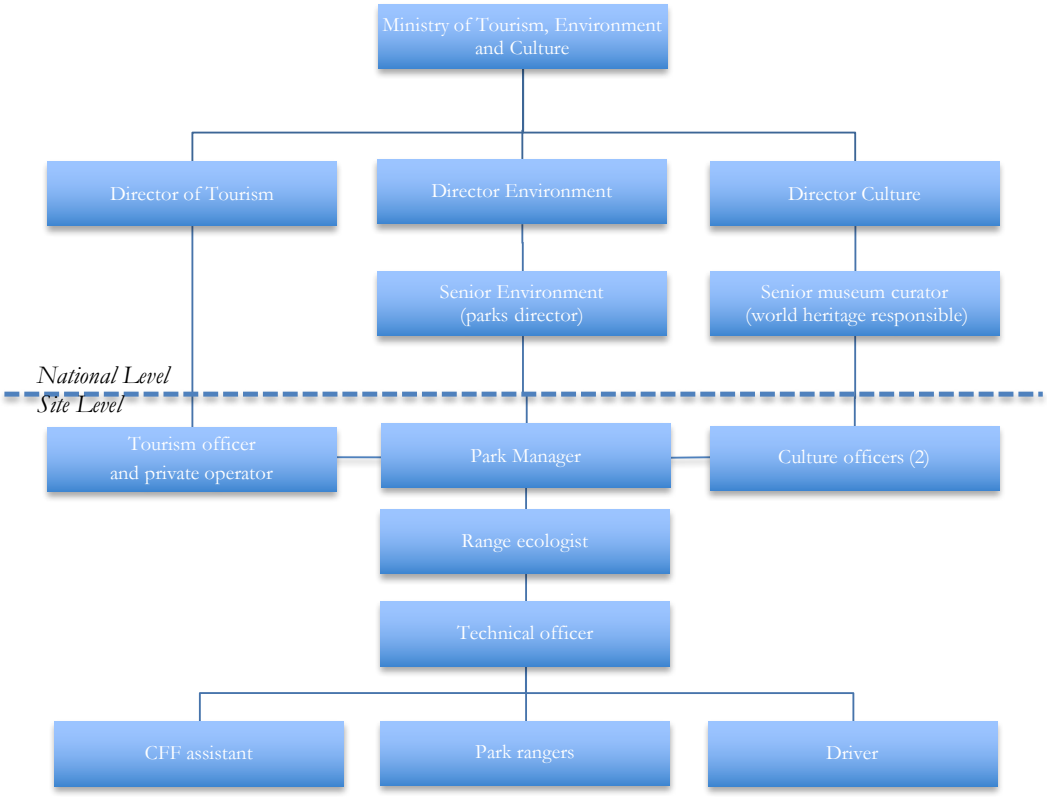

Figure 4.3 – Organisational structure at Sehlabathebe National Park (Lesotho)

As mentioned in the previous section, the financing system for the uKhahlamba Drakensberg Park, follows the overall system in place for protected areas in South Africa. This system is based on a benchmarking principle, where protected areas are financed based on their management requirements and service delivery. This management effectiveness evaluation is done by the park management. Although the METT has been developed for natural protected areas, it includes indicators for cultural heritage. This evaluation is then submitted to Department of Environmental Affairs for reporting on a country's protected area estate management effectiveness (and is also used for the State Party's reporting on the Convention on Biological Diversity targets).

The staff structure resides under a single Park Manager as shown in Figure 4.4. Positions highlighted in green reflect staff positions, which are presently vacant.

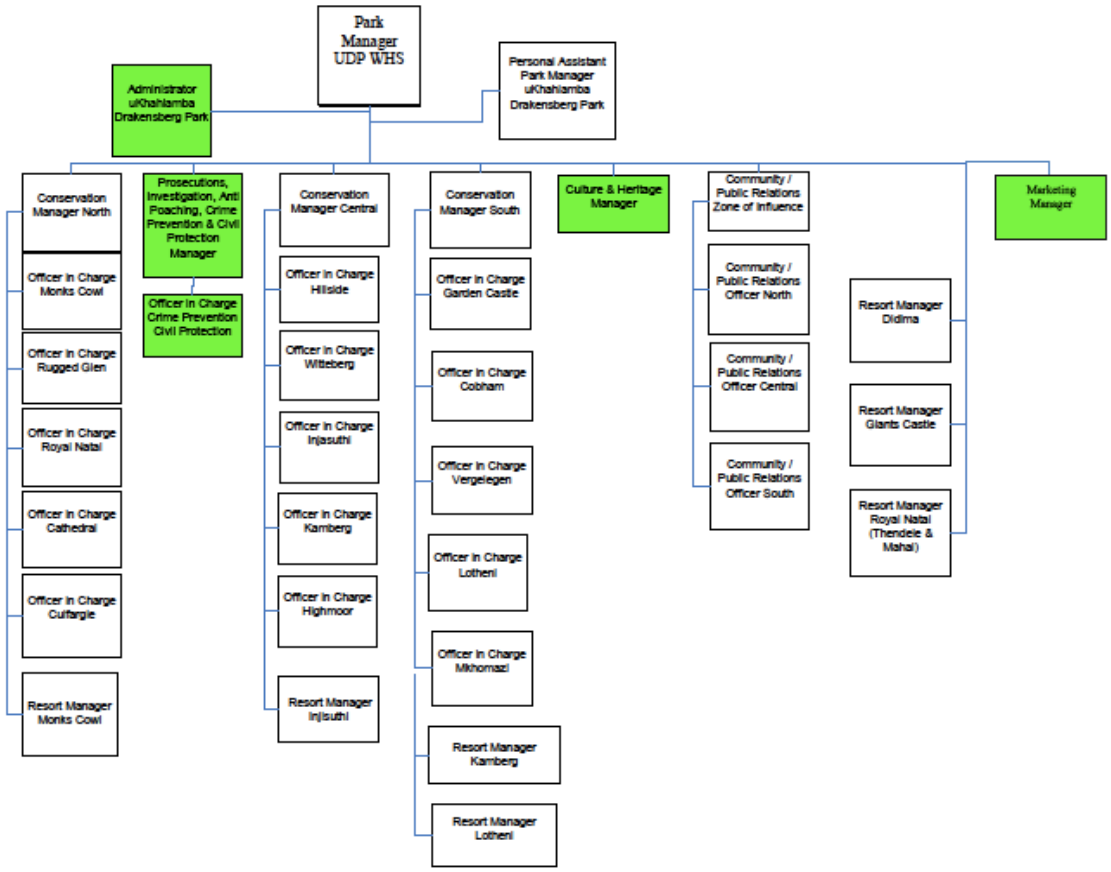

Figure 4.4 – Organisational structure at uKhahlamba Drakensberg Park (South Africa) © Ezemvelo

The existing human resource structure and capacity is insufficient to fully meet management requirements for park security, community liaison, environmental, biodiversity monitoring, transboundary issues and cultural heritage management (Ezemvelo 2013, IMP). One of the vacant positions is that of cultural heritage manager. As mentioned in section 4.3, current financial limitations have made it extremely challenging to fill the position and this is unlikely to change in a near future. Therefore, Amafa remains a key partner in the management of the Park, adding additional financial and human resources for the protection of the property. Currently, Amafa has two staff members dedicated to supporting the management of the rock art sites in the property: a Senior Heritage Officer, dedicated to the management of the rock art in the Park and a Rock Art Monitor, who assists field staff in the physical and practical aspects of rock art management. In addition, the Deputy Director supervises and manages the Rock Art staff members and promotes institutional co-operation for all cultural heritage management aspects.

4.5. Reflections

The governance and management systems in place for the whole World Heritage property reflect the complexities of a transboundary property, involving multiple political and legal systems at play and demanding ongoing negotiation and adaptability. Given the short duration of the field visits, we acknowledge that sometimes it was difficult to fully understand the intricacies of the arrangements in place, given the quantity and complexity of legal and management documents that apply. That said, our general impression is that such agreements have considerably strengthened collaboration between the two countries, and have led to the harmonisation of planning documents and the transfer of capacities. Progress made towards addressing the World Heritage Committee's requests under the State of Conservation reports (2015 and 2017), show the State Parties' commitment to protect the property and address challenges, both at the governance and management levels.

Regarding governance, systems in place for each component part of the property reflect each country's wider political and governance structures. In Lesotho, the fact that the mandate for cultural and natural heritage falls under the same ministry (which is unusual but in our view extremely positive) leads to a similar structure at the site level. The divisions between natural and cultural heritage are more pronounced in South Africa, as epitomized by the different roles and responsibilities exercised by Ezemvelo and Amafa. Although there is strong collaboration between the two agencies, the fact that Ezemvelo has not yet been able to employ cultural heritage personnel has led to the extension of an agreement that was supposed to be only "temporary" and was never seen as fully appropriate by the two parties. And, as already mentioned, due to current financial limitations it is unlikely that such handover can take place in the near future. Therefore, the current agreement will need to be further extended. Under such circumstances, it would be important to explore different ways in which the two organisations can reinforce existing mechanisms and arrangements. For instance, close collaboration between Amafa and Ezemvelo towards the development of the draft cultural heritage management plan, shows an opportunity for the two organisations to operate under the same management framework. Such an approach, however, should not minimise the need for Ezemvelo, to build its own capacity to adequately manage the cultural heritage of the uKhahlamba Drakensberg Park as part of a property that is recognised for both its cultural and natural Outstanding Universal Value. The responsibility of addressing this need should not be left to Ezemvelo alone, but should involve all levels of governance.

At the management level, both State Parties have made considerable progress towards addressing crucial management challenges, jointly as well as at the country level. The Maloti-Drakensberg Transfrontier Programme offers the primary example of the benefits of transboundary cooperation, and the development of joint Invasive and Alien Species and Fire Management Plans are also good examples of working together towards addressing common challenges and the vision of the property as a single entity. At the country level, Lesotho has worked extensively to address management challenges at Sehlabathebe National Park and respond to the requests made by the World Heritage Committee at the time of the extension of the property in 2013. Many of these requests referred to the need for developing essential instruments for cultural heritage management, therefore it is commendable that the State Party has been able to conduct the necessary research on the oral history of Sehlabathebe, the baseline archaeological survey and the cultural heritage management plan, in such a short-period of time. Although some challenges must still be addressed, such as the need to adopt the Biodiversity Resources Management Bill and updating the management plan, there seems to be a strong commitment by the State Party to continue working towards the long-term protection of the property.
Bias towards natural heritage management remains a challenge for both State Parties. However, this is understandable given the history of conservation of the property on both sides. Both the Sehlabathebe National Park and the uKhahlamba Drakensberg Park were established as natural protected areas and have been managed primarily as such for decades, whereas the recognition as a mixed World Heritage property is relatively recent. Therefore, it is only to be expected that it will take time until a fully integrated approach is adopted at all management levels. Addressing institutional barriers is crucial

towards developing such an approach. Lesotho already has an institutional framework which integrates both culture and nature, however this in an exception not the rule in most countries. Such institutional framework facilitates an integrated approach however practice is not yet perfect. The Park authorities at Sehlabathebe are still putting in place mechanisms in place, such as the archaeological survey, that will allow them to effectively manage both the natural and cultural heritage.

Ezemvelo, on the other hand, does not benefit from a similar institutional framework and its core business is nature conservation, therefore, bias towards natural heritage management is understandable. Achieving a more balanced approach will require the organisation to reconsider organisational histories and interests, as well as decision-making processes and the management instruments used to exercise authority. This can be extremely challenging, particularly if it is not clear what benefits such changes, might bring to the organisation and it might not be considered a priority, particularly when financial resources are limited.

Institutional change takes time, therefore, it is important to look for opportunities for moving towards a more integrated management approach. For instance, the revision of management plans offers such an opportunity. At present, as discussed in section 4.2, the visions, mission statements and management objectives included in planning documents (in both Lesotho and South Africa) put clear emphasis on biodiversity values compared to other important values of the property. Whilst the protection of biodiversity is fundamental, particularly given the current rates of biodiversity loss globally, it is important to remember that rock art is a finite and vulnerable resource. Thus, a more balanced consideration of all the values of property should be attempted when revising management plans and other management instruments. This is particularly important given the interconnections between the different values of the property as discussed in section 3. These different values do not exist in isolation from each other but are part of a complex 'whole' that is richer than the individual component parts. Managing for that totality requires an understanding of how management actions defined with a particular set of values in mind, might have unintended consequences on other values.

The appointment of a cultural heritage specialist (or specialists) within Ezemvelo's organizational structure should be seen as an opportunity to reinforce the organisation's ability to ensure the sustainable and focused management of cultural heritage. This would enable the organisation to respond more effectively to calls for advice and help from Ezemvelo staff in the field with regard to general cultural heritage issues and concerns, and especially those relating to rock art. Although Amafa has enormously supported Ezemvelo's work over the years, it has its own capacity challenges, given its limited staff and the increased focus on rock art in other parts of KwaZulu-Natal. Having in-house capacity on cultural heritage management would therefore enable Ezemvelo to not only respond more effectively to internal requests, but also engage more effectively with insights produced by external specialists, such as heritage scientists who have generated knowledge about the rock art through their own research - which would be beneficial for Ezemvelo to take into consideration into its own work – or wish to do so in the future.

5. ENGAGEMENT OF LOCAL COMMUNITIES AND BENEFITS SHARING OF CONSERVATION

As mentioned in the introduction of this report, in order to support the hosting countries in their efforts towards the protection and conservation of the properties selected as case studies, IUCN and ICOMOS asked the responsible management authorities to identify a current challenge that they would be interested in exploring as part of the fieldwork. For Maloti-Drakensberg, the topic selected was the engagement of local communities and benefit sharing of conservation.

Towards this goal, field visits included several opportunities for the team to interact with representatives of local communities living within and around the World Heritage property, particularly during the first visit. Several meetings were arranged to provide the team with first-hand experiences of the successes and challenges of current community benefit projects. The community engagement approaches considered during the visits were: community financing model, community driven projects, and community capacity building initiatives. These approaches were also used to provide insights into the effectiveness of the daily interactions of the management authority with local communities.

Figure 5.1 – Group photo following meeting with representatives of local communities ©Aron Mazel

In this section of the report, we explore three concrete initiatives that directly (and indirectly) seek to strengthen the engagement of local communities and harness benefits for the protection of the property as well as generating economic benefits for communities. The first is the Community Levy Programme, an initiative introduced by Ezemvelo in 1998, which provides direct funding for community projects. The second is the Compact Replication Programme, based on the international project funded by the United Nations Foundation and the UNDP/Global Environment Facility Small Grants Programme. The third one is the development of a Sustainable Tourism Strategy for the property aimed at promoting tourism as a means of fostering socio-economic development.

5.1. The Community Levy programme

Communities adjacent to the uKhahlamba Drakensberg Park benefit from a Community Levy Programme. The funds for this programme are collected from gate entry and accommodation fees and

administered through the Community Trust Fund. The amount charged varies from 1 ZAR and 5 ZAR from gate entry, camping and accommodation respectively. Depending on where the funds are generated, communities bordering those locations benefit by 90 per cent whereas communities further away benefit only 10 per cent. For example, communities bordering Royal Natal will benefit 90 per cent of the funds generated in that part of the property. Lesotho is currently in the process of establishing a community levy for its component of the World Heritage property.

Ezemvelo receives numerous requests from communities and, when faced with insufficient funds to meet all demands, it seeks support from other institutions through partnerships. The estimated expenditure to date is approximately 7,871,072 ZAR, excluding contributions from other partners.

During the visit, the team had the opportunity to visit the following projects:

a) Inqubeko Sewing Project

"Inqubeko", meaning "progress" in Zulu, is a community driven project, operating from Municipal Ward 3 of the uKhahlamba Local Municipality in the uThukela District Municipality. The Management Authorities direct investment to the project is through the construction of sewing infrastructure (i.e. warehouse) and purchase of sewing machinery, equipment and furniture to the value of R591 522.00. Once fully operational, Inqubeko Sewing Project will provide supplies to local schools and institutions, as well as government establishments such as hospitals and correctional services The Department of Economic Development and the Small Enterprise Development Agency (SEDA) provide training to build the capacity of individual project members for different skills, and involvement of these entities has been very valuable. Although the project was not fully operational at the time of our visit, based on the information we received from the project leaders, this appears to be a project that could potentially lead to a good return on investment.

b) Siyakhula Poultry Project

The word "siyakhula" means "we are growing" in Zulu. The Siyakhula Poultry Project is the program of a Ward 1 community, in KwaSani Local Municipality in the Harry Gwala District Municipality, an area characterized with high unemployment rates. One of the key objectives of this project was to encourage women, youth and unemployed men of the Mhlwazini community to create jobs through self-employment. The project consists of breeding one day old chicks until they reach a marketable stage and then selling them at a reasonable price to the kwa Pitela community and its nearby local traders.

Ezemvelo KZN Wildlife financed the infrastructure development for Siyakhula Poultry Project by constructing a fully equipped three room fowl run (3 rooms x 200 chicks in each room) and fencing of the site. The funding also provided fundamental equipment, such as 21 x 4L water fonts, 12 x chick feed trays, 21 x 10L water fonts, 4 x brooders(heaters), and 600 day old chicks, 12 x 50kg starter, 24 x 50kg finisher, 24 x 50kg post finisher, and 12 x 50 kg sawdust and vaccines to cater for operations. The total value of the project was R588 326.

Based on the information we gathered in our discussions with a representative of the community, the project is operational, however, it is facing some difficulties due to lack of sufficient involvement from certain community members. Chicks, equipment, feed and medication have been purchased and delivered, and the project beneficiaries have been trained on poultry breeding. The support, effort and energy invested by other government departments, such as Department of Agriculture, KwaSani Local Municipality and Small Enterprise Development Agency (SEDA), which provided training to individual project members on different skills, added value to the project. This support also includes monitoring of progress and provision of business advice.

c) Langalibalele Art, Craft and Laundry

This project is located under Amahlubi Traditional Council under uThukela District Municipality. It is a functional centre, providing manufacturing of traditional art work and other crafts made of beads, as well as laundry services. Ezemvelo financed the building of the structure and installation of water and electricity for the washing machinery at a value of R1.9 million.

Figure 5.2 – Facilities of Langalibalele project, South Africa © Letícia Leitao

In addition, Ezemvelo has committed tourism facilities in the uKhahlamba region to support the Langalibalele laundry by utilizing their services. Further support and energy invested by institutions such as Nedbank, which assisted with the purchasing of the required laundry supplies and start-up capital was evident during the visit. The Small Enterprise Development Agency (SEDA) also supported the project with computers and mentorship for a start-up laundry business with the aim of improving its sustainability and growth by:

- Monitoring the progress of the business and providing relevant advice;
- Guiding the entrepreneur through the different stages of developing the business; and
- Transferring business experience and knowledge to accelerate the entrepreneur's knowledge.

During our discussions with the women leading this project, we were informed that seven permanent staff (6 female and 1 male) are currently employed by the project. The business is also involved in a number of activities, such as school feeding schemes, where they have a contract with the Department of Education. The project has won a number of awards such as Igugulami Award in 2013 and the Mnyezane award for Women in Business, in 2014.

Observing the successes and challenges of some of the projects funded through the Community Levy Programme, an initiative introduced by Ezemvelo in 1998, it was apparent that the effectiveness of the community engagement approach depended both on the propensity of the organisation to work with communities on the one hand, and the community's interest and ability to exploit given opportunities on the other.

Our overall impression from the discussions with different community groups was that the Community Levy Programme is highly appreciated. However, we noted a number of challenges. The first regards the ability to address demand. Ezemvelo receives more requests than it can fund, therefore for the moment the organization responds to those requests considered pressing and when resources are available. Thus, another challenge relates to the funding model, which for the moment seems to be based on an approach of 'first come, first served' rather than following a rigorous application process where projects are selected based on potential return on investment. That said, it was apparent that the success of some of the projects was sometimes dependent on the community members interest and ability to exploit given opportunities rather than the business potential of the projects themselves. Furthermore, a more rigorous approach would require additional human resources from Ezemvelo's part and the organization is already struggling to address the current workload that the Programme demands.

5.2. The COMPACT Replication programme

The Community Management of Protected Areas for Conservation (COMPACT) is a jointly funded project of the United Nations Foundation (UNF) and the UNDP/Global Environment Facility Small Grants Programme (GEF SGP). COMPACT began in 2000 with the objective of demonstrating how community-based initiatives can significantly increase the effectiveness of biodiversity conservation in natural World Heritage properties by adding value to existing projects and programmes. For further information please see:

https://www.sgp.undp.org/index.php?option=com_content&view=article&id=103&Itemid=165)

The COMPACT Programme is premised on the notion that World Heritage sites are part of the communities in which they are located, and as such, they provide opportunities to develop and promote effective models for integrating compatible human uses with the protection of ecosystem functions and biodiversity. In September 2013, the Park Manager for the Maloti–Drakensberg Transnational World Heritage Site (Mr. Oscar Mthimkhulu) attended a COMPACT Replication workshop in Kenya. The main objective of this workshop was to share experiences on the implementation of the COMPACT in other countries and opportunities for replicating this successful initiative in other World Heritage Sites globally. Following this workshop, Mr. Mthimkhulu expressed his wish to replicate the COMPACT in South Africa and Lesotho, culminating in a replication workshop hosted at the Giants Castle (South Africa).

As a result, the Maloti-Drakensberg Park World Heritage Site is now one of the World Heritage properties that has benefited from the mentoring missions for COMPACT replication initiative, and the World Heritage Centre has set aside USD 35,000.00 to facilitate the establishment of the governance structures, transboundary cooperation and joint implementation in South Africa and Lesotho. Figure 5.3 below depicts the proposed outcomes of the COMPACT replication programme, including social cohesion, improved livelihoods, governance and ecosystem.

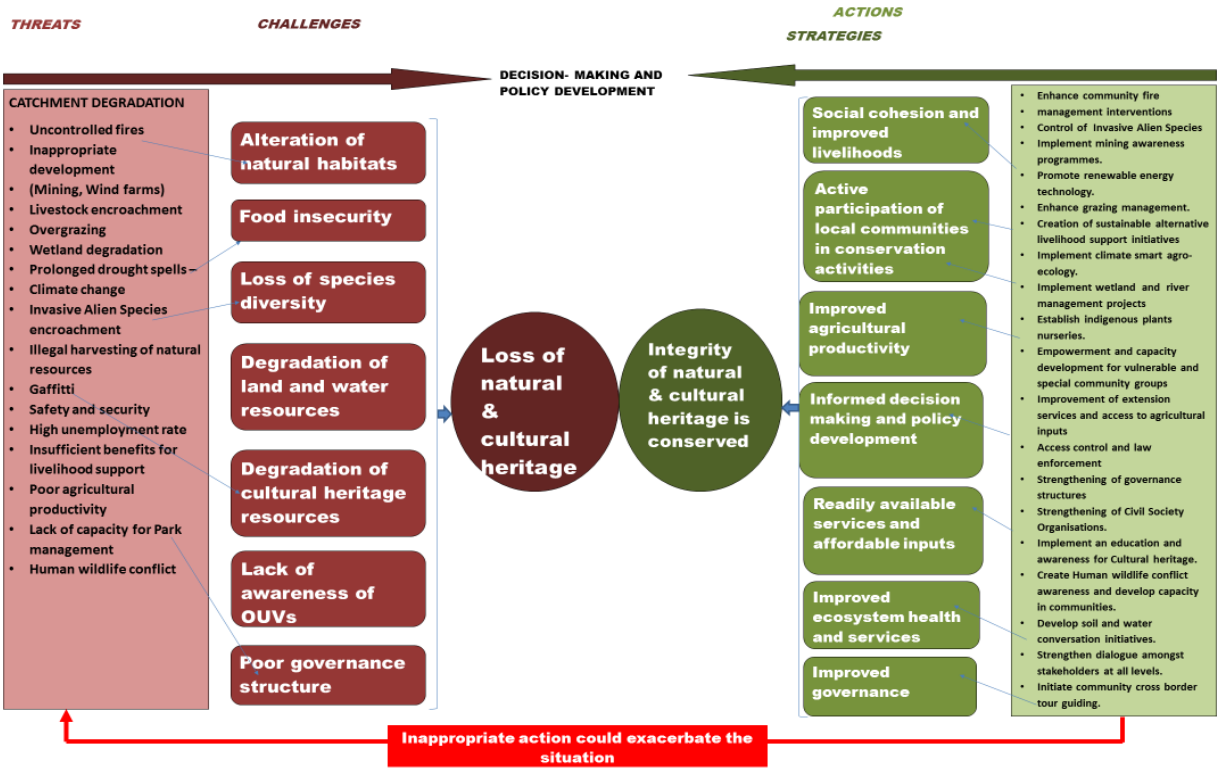

Figure 5.3 – Maloti-Drakensberg Park COMPACT Replication Conceptual Framework © Ezemvelo

Figure 5.3 also depicts a number of threats, challenges and interventions associated with the implementation of the project which were identified by the stakeholders during the consultation process for the development of the Integrated Management Plan.

The main advantage of replicating COMPACT is that it draws from the experience of the global community which is based on fostering a strong sense of ownership and responsibility of local communities. It believes that environmental problems can best be addressed if local people are involved and there are direct community benefits and ownership. There is a strong belief that the implementation of this project can only serve the property well in terms of community support and appreciation, climate adaptation and resilience. It is important to note that the tourism strategy, COMPACT, and the Buffer Zone implementation are all intertwined. In essence, it is not possible to implement any of them without considering them all, since they complement each other.

5.3. The Maloti-Drakensberg Park World Heritage Site Sustainable Tourism Strategy (2017-2027)

One of the management objectives included in the Joint Management Plan for the Maloti-Drakensberg Transfrontier Park is 'To promote cross-border tourism as a means of fostering socio-economic development' (MDTP 2012). To help address this objective, the Kingdom of Lesotho and the Republic of South Africa have jointly developed a Sustainable Tourism Strategy, based on the following common vision of the World Heritage property as a single destination:

> *Conserving and creating a globally iconic mountain wilderness destination that reconnects humanity to their African origins and generates economic benefits for the local communities, the First Peoples and beyond* (Ezemvelo *et al.* 2017).

The Strategy was developed with support of the World Heritage and Sustainable Tourism Programme implemented by the World Heritage Centre, the African World Heritage Fund (AWHF), and UNESCO Field Offices, in partnership with institutions in the two State Parties (including site management officials, government officers and representatives of the local community). It aims to catalyse positive change to protect and conserve the site while enriching the lives of local communities living around the property and enhancing the experience of travellers.

Following a holistic destination approach, which involves the geographic region surrounding the property, the Strategy is grounded in the UNESCO World Heritage Sustainable Tourism Toolkit. This Toolkit is comprised of ten 'How To' Guides which advocate best practice, aim to enhance broad stakeholder engagement in planning, development and management of sustainable tourism, and provide stakeholders with the capacity and the tools to manage tourism efficiently, responsibly and sustainably based on the local context and needs.

The Strategy provides information about the property including its Outstanding Universal Value (OUV), some key statistics relating to tourism in South Africa and in Lesotho (particularly for the property), as well as an analysis of strengths, weaknesses, opportunities and threats (SWOT) to tourism. Strategic priorities include:

- Ensure that the Tourism sector helps protect the property's Outstanding Universal Value;

- Collaborate and partner with the local communities, the region, the First Peoples, and the tourism sector to ensure their empowerment and that they benefit from responsible tourism in the property;
- Communicate the Outstanding Universal Value of the property locally and around the world to improve understanding, widen appreciation, and drive responsible tourism;
- Develop world-class products and experiences within the property as a destination that are based upon, and compatible with, its Outstanding Universal Value and other values.

Seven broad categories of stakeholders were consulted and involved in the development of the Strategy, including:

- National or local government authorities;
- Protected area authorities;
- Private sector (tourism and other sectors) – based inside and outside the property;
- Affected communities (including local communities and the First Peoples of southern Africa);
- Civil society organizations and groups with special interests (e.g. Non-Governmental Organizations (NGO's) and Community Based Organizations (CBO's);
- Academic community; and
- Development community (including donor and development agencies).

The implementation of the Sustainable Tourism Strategy and its action plan will be coordinated by the Bilateral Tourism Working Group referred to in section 4.3.1. Officers from the Departments of Culture and Environment, focal points for the World Heritage Site and the Transfrontier Conservation Areas will provide additional support. Both Ezemvelo and the management authorities at Sehlabathebe are responsible for the resourcing and implementation of the Strategy.

The Sustainable Tourism Strategy will play a crucial role in raising awareness of the Maloti-Drakensberg Park as a mixed World Heritage property, because visitors and the public in general still view the Park mostly as a natural site. Communicating why the property was inscribed on the World Heritage List and what is considered to be its Outstanding Universal Value is crucial for developing tourism information and products.

6. CONCLUSIONS AND SUGGESTIONS

The fieldwork in Maloti-Drakensberg Park was an invaluable learning experience. Attempting to summarise our main conclusions regarding this experience is not an easy task. It has been both challenging and extremely rewarding. To facilitate our task, we divided our conclusions and reflections into two parts. The first part builds on our reflections on the governance and management challenges discussed in section 4.5, and offers some suggestions on how to strengthen existing systems. The second part includes our reflections in relation to the Connecting Practice Project in general and presents lessons learnt and the challenges encountered in implementing the fieldwork. Consequently, it should be noted that this section does not attempt to summarize all the findings of the fieldwork, but should be viewed as complementary to the reflections presented after each session of the report. Therefore, for more detailed information on the findings related to a particular topic, please refer to the respective section.

6.1. Towards a more genuinely integrated consideration of natural and cultural heritage of the property

The relationship between the cultural and natural values of the property is not self-evident. At first, one might be led to think that the values are not co-dependent, but simply share the same geographic location. To complicate matters, the history of the conservation of the uKhahlamba Drakensberg Park and Sehlabathebe National Park has been first and foremost related to the protection of their natural resources. Until their inscription on the World Heritage List, cultural heritage was never fully considered at the same level as that of natural resources, and never enjoyed statutory protection to the same extent.

The interconnections between the cultural and natural values of the property lie at a deeper level and are only revealed through detailed study using evidence from a range of sources and concepts drawn from several disciplines. Some of these interconnections are extremely difficult to convey, and many require additional research, particularly as our knowledge of how the landscape functioned "culturally" is almost entirely based on inference from archaeological evidence and ethnographic analogy.

A better understanding of these interconnections could be first considered in relation to the interpretation of the property. It is evident that the public interpretation and presentation of rock art and other archaeological and cultural material in the uKhahlamba-Drakensberg has been developed without the provision of an overarching interpretation plan for the area. If the existing interpretive facilities are modified, or new ones created, this should be done within the framework of such a plan (which would also need to be developed). It is strongly recommended that the plan also takes into consideration the new Sustainable Tourism Strategy. The interpretive plan should also suggest how to rectify the problematic issues that currently affect the interpretation; for example, (i) the lack of inclusion of local rock art themes at Didima, and (ii) the significant absences concerning the treatment of San history derived from excavations, and how the information from these can be integrated with that of rock art to present a deeper understanding of the San past (Mazel 2008). Moreover, the overall presentation of archaeological information and rock art needs to be rethought so that the visitor will have a common quality of experience in everything from signage to information content. In light of the Connecting Practice project, it would also be useful to re-consider the way in which cultural values are presented in order to ensure a harmonized and unified approach with the natural heritage values.

The proposed interpretative plan should include medium- to long-term objectives and should incorporate a consideration of the way in which facilities at the Didima Visitor Centre, Game Pass and Main Caves are structured and used. The Didima Visitor Centre appears to have been over-capitalized to the point where it is not a self-sustaining entity. This is shown by the fact that repair of technical equipment at the centre is beyond the financial capacity of Ezemvelo, with the result that it is no longer fully functional. A reconsideration of this facility could address proposals such as the use of live

interpreters rather than electronic instruction.

The Didima Rock Art Centre could also offer space for institutions to present new research results in the form of exhibitions and lectures, and include visits to rock art sites. The centre and Didima as a whole could be marketed as a research conference venue with special relevance to current work relating to the natural and cultural values of the site. Concerning the Game Pass visitor centre at Kamberg, site management might reconsider the practical value of a community-based enterprise when the impression gained at Game Pass is that such enterprises are problematic and not necessarily workable. This site might benefit from direct management from Ezemvelo.

While a better understanding of the values of the property can be used at many levels, it is fundamental that a more genuinely integrated consideration of natural and cultural heritage of the property gets reflected at the governance and management levels. Current management is based on a generalized interpretation of the Outstanding Universal Value of the property, which, coupled with a long history of conservation mostly for natural resources, leads to the disparities in management priorities. A starting point for rectifying this would be to initiate a review of the way in which the imbalances between the considerations of natural and cultural values are reflected in organizational practices. This process could also involve the development of institutional ethos to achieve a meaningful, balanced and integrated consideration of natural and cultural heritage values at all levels that informs decision-making processes and practice.

The complexity of managing a property that is both a mixed property and transboundary cannot be overstated. Although each country retains its own institutional structures and the right to administer its own areas according to their individual legislative, regulatory and planning arrangements, transboundary governance between the Kingdom of Lesotho and the Republic of South Africa has led to the development of co-management agreements, the harmonization of planning documents, and the transfer of critical skills. This work could be enhanced by aligning management objectives for both component parts of the property at a broader level. Our analysis of the visions, mission statements and management objectives included in the main planning documents show very different approaches. Thus, we suggest that future revisions of those documents include a common set of management objectives defined in relation to the justification of the four criteria that were the basis of the inscription of the property on the World Heritage List. These objectives can then be complemented by additional ones that address common needs and threats as well as detailed objectives defined in relation to the specificities of each component part of the property and the purpose of the planning document at hand.

It is also fundamental that management plans give equal weight to both cultural and natural heritage. The uKhahlamba Drakensberg and Sehlabathebe rock art is internationally renowned and is a finite and vulnerable resource, hence it requires the highest level of safeguarding. We are therefore extremely happy to share Ezemvelo's commitment to develop, in collaboration with Amafa, one all-encompassing and "genuine" Integrated Management Plan for uKhahlamba Drakensberg Park that will allocate equal significance and status to both the natural and cultural values of the Park. This new plan will replace the previous approach, where the Integrated Management Plan was implemented as an overarching management plan, and the Cultural Heritage Plan operated as a subsidiary operational plan. It will also serve as a common management framework for Ezemvelo and Amafa, reinforcing institutional ties and facilitating the work on the ground. Again, we would like to stress that this should not prevent Ezemvelo from building its own capacity for cultural heritage management and supporting the employment of cultural heritage specialists in the organisation.

We consider Ezemvelo's commitment to develop a truly integrated management plan for its component part of the property as a major outcome of the fieldwork and an example of how the Connecting Practice project approach can lead to better management outcomes. We hope that the Park's authorities at Sehlabathebe can build on Ezemvelo's approach and the lessons learnt in

developing an integrated management approach, in order to further develop their own integrated management plan in the near future.

6.2. Lessons learnt from the fieldwork for the purpose of the Connecting Practice project in general

A considerable part of our efforts, particularly during the first field visit, was directed towards understanding the interconnected character of the natural, cultural and social values of the property, since this constitutes one of the core elements of the Connecting Practice project. As mentioned before, the relationship between the cultural and natural values of the property is not self-evident, therefore it was challenging at times to decide what approach to take. We were very lucky to have so many dedicated and extremely knowledgeable professionals as part of the team.

The fact that the property was recognized as a mixed property did not help in understanding the relationships between the values. Because cultural and natural values are recognized under different criteria and are evaluated separately by ICOMOS and IUCN, respectively, there has never been the need in the past to fully explore if and how those values could be interconnected. Therefore, our work offers the first real opportunity to explore the potential interconnections and lays a platform that can be built on in the future, particularly as the need for future research into this issue has been emphasised in the report.

Structuring the values assessment around the three-step methodological approach was crucial, as we realized that simply listing and describing those values would be insufficient to convey the interconnections between them. Placing the interconnections at the centre of the values assessment helped us not only to better understand the values themselves, but most importantly it allowed us to better understand the diversity and complexity of the interconnections. While we tried our best to explain those interconnections in writing, building the visual representation of those interconnections was crucial to convey our ideas and findings. We are aware that the methodological approach we followed is not without flaws and that other methodologies might lead to better results, but we do feel that if we are to truly attempt to understand the significance of heritage sites, treating those values in isolation is insufficient.

The interdisciplinary nature of the team was also fundamental throughout this process and for the success of the fieldwork in general. We embraced the diversity in knowledge and academic backgrounds in order to think outside the box and generate new ideas. Different professional experiences were also extremely helpful, and allowed us to understand the complexity and multi-layer structures of the governance and management systems.

Writing the report was the most demanding part of the project. We wanted to convey the richness of the discussions and experiences we had in the field while responding to the specific Terms of Reference for the fieldwork and the overall objectives of the Connecting Practice project. Although we discussed our main findings together after each visit, it was only when we started writing them down that we fully grasped the complexity of the task. Thus, this final version of the report is the result of numerous email exchanges and revisions. We hope the report gives credit to the extraordinary work carried out by our colleagues at the Maloti-Drakensberg Park working effortlessly every day to protect this part of our collective heritage for future generations.

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ANNEXES

TERMS OF REFERENCE

Fieldwork Maloti-Drakensberg Park World Heritage Site

First Visit, South Africa

The members of the team will:

- As part of the IUCN/ICOMOS Connecting Practice project, participate in the fieldwork to the uKhahlamba Drakensberg Park, the South African component part of the **Maloti-Drakensberg Park World Heritage Property (South Africa/Lesotho)** between **18 and 25 July 2016,** with the overall objective of strengthening policy frameworks and management arrangements that will achieve a more genuinely integrated consideration of natural and cultural heritage of the property;

- As part of a team of composed of representatives from: IUCN; ICOMOS; the AWHF; the Sehlathebe National Park in the Kingdom of Lesotho; the Department of Environmental Affairs of South Africa; and Ezemvelo KwaZulu-Natal Wildlife;

- adequately prepare for the fieldwork by reviewing the documents that supported the nomination process of the property, the integrated management plan for the Maloti-Drakensberg Park, other planning documents, as well as other documents that can inform a better understanding of the context, in order to exchange views with the other team members and reach a common approach;

- be willing to work closely together with the other team members as well as with representatives of communities and government authorities (including responding to any questions they may have concerning World Heritage processes and practices), in a spirit of shared learning;

- in so far as possible, and while always keeping in mind differences between the objectives of the Connecting Practice Project and the official IUCN and ICOMOS evaluation and reactive monitoring processes, engage in a meaningful and open dialogue with representatives from the government, management authorities and other stakeholders on ways to sustainably and effectively manage the World heritage property and its wider context;

- in as much as possible, make use of tools from the Enhancing Our Heritage Toolkit to support discussions and assessments during the fieldwork and try to adapt it to consider both the cultural and natural heritage of the property;

- collectively prepare a Fieldwork Report that documents the visit, provides an holistic view of the World Heritage property for its cultural and natural heritage, reflects a collective view of all those involved in the writing the report, and provides recommendations towards a six-month implementation period addressing the following points

    - *The interconnected character of the natural, cultural and social values of the property and affiliated biocultural practices:*

        - explore the relationships between the natural and cultural values that supported the inscription of the property on the World Heritage List;

- explore the relationships between the values that supported the inscription with other significant cultural and natural values, including considerations of the cultural value of nature and how cultural systems help or are necessary to sustain natural values;

- identify the natural features and values upon which the cultural values depend and how they are interconnected;

- *The governance and management system of the property;*

  - examine the national and local history, and the cultural traits and values of peoples vis-à-vis the concept and practice of the property;

  - clarify the governance type for the property and identify the actors and institution(s) directly concerned with the property;

  - determine how decision-making actually takes place for the key issues related to the property;

  - explore how policies and management arrangements provide an adequate framework to protect the cultural and natural values of the sites and their inter-relationships;

  - explore how traditional and conventional/legal management approaches could be reinforced if based on a multidimensional understanding of all the values of the properties and not just or mostly those values that triggered the inscription;

- *Engagement of local communities and benefit sharing of conservation*

  - provide an understanding of local perspectives on the 'entangled' dimensions of the biocultural landscape and the interconnected character of the natural, cultural and social values of the property;

  - explore how to support Ezemvelo KwaZulu-Natal Wildlife's efforts to promote equity and benefit sharing from the management of the property for local communities;

  - consider how to establish synergies between Ezemvelo KwaZulu-Natal Wildlife's work towards the implementation of the COMPACT Replication programme (expected to start in late 2016) and the objectives of the Connecting Practice fieldwork.

- define an action plan for a six month period of work to be lead by Ezemvelo KwaZulu-Natal Wildlife, towards the implementation of some of the recommendations of the first fieldwork visit (a second visit to assess progress and define a long-term strategy is expected to take place in January/February 2017);

- Provide a summary of the challenges encountered throughout the fieldwork, when writing the report and defining the action plan and suggest ways in which the preparation and implementation of second fieldwork visit could be improved.

Statement of Outstanding Universal Value

Brief synthesis

The Maloti Drakensberg Transboundary World Heritage Site is a transnational property spanning the border between the Kingdom of Lesotho and the Republic of South Africa. The property comprises Sehlabathebe National Park (6,500ha) in Lesotho and uKhahlamba Drakensberg Park (242,813 ha) in South Africa. Maloti Drakensberg Transboundary World Heritage Site is renowned for its spectacular natural landscape, importance as a haven for many threatened and endemic species, and for its wealth of rock paintings made by the San people over a period of 4000 years. The property covers an area of 249,313 ha making it the largest protected area complex along the Great Escarpment of southern Africa.

The Maloti Drakensberg range of mountains constitutes the principal water production area in Southern Africa. The areas along the international border between the two countries create a drainage divide on the escarpment that forms the watershed for two of southern Africa's largest drainage basins. The Thukela River from uKhahlamba Drakensberg Park flows eastwards into the Indian Ocean. The rivers of southern Maloti Drakensberg including SNP drain into the Senqu/Orange River which flows westwards into the Atlantic Ocean, and extension of the UDP WHS to include SNP will add special hydrologic qualities to the area. The Senqu/Orange River from Sehlabathebe National Park flows westwards into the Atlantic Ocean.

With its pristine steep-sided river valleys and rocky gorges, the property has numerous caves and rock shelters containing an estimated 665 rock art sites, and the number of individual images in those sites probably exceeds 35,000. The images depict animals and human beings, and represent the spiritual life of the San people, representing an exceptionally coherent tradition that embodies their beliefs and cosmology over several millennia. There are also paintings done during the nineteenth and twentieth centuries, attributable to Bantu speaking people.

Extending along most of KwaZulu-Natal's south- western border with Lesotho, the property provides a vital refuge for more than 250 endemic plant species and their associated fauna. It also holds almost all of the remaining subalpine and alpine vegetation in KwaZulu-Natal, including extensive high altitude wetlands above 2,750m and is a RAMSAR site. The Park has been identified as an Important Bird Area, and forms a critical part of the Lesotho Highlands Endemic Bird Area.

Criterion (i): *The rock art of the Maloti- Drakensberg Park is the largest and most concentrated group of rock paintings in Africa south of the Sahara and is outstanding both in quality and diversity of subject.*

Criterion (iii): *The San people lived in the mountainous Maloti-Drakensberg area for more than four millennia, leaving behind them a corpus of outstanding rock art, providing a unique testimony which throws much light on their way of life and their beliefs.*

Criterion (vii): *The site has exceptional natural beauty with soaring basaltic buttresses, incisive dramatic cutbacks and golden sandstone ramparts. Rolling high altitude grasslands, the pristine steep-sided river valleys and rocky gorges also contribute to the beauty of the site.*

Criterion (x): *The property contains significant natural habitats for in situ conservation of biological diversity. It has outstanding species richness, particularly of plants. It is recognised as a Global Centre of Plant Diversity and endemism, and occurs within its own floristic region – the Drakensberg Alpine Region of South Africa. It is also within a globally important endemic bird area and is notable for the occurrence of a number of globally threatened species, such as the Yellow- breasted Pipit. The diversity of habitats is outstanding, ranging across alpine plateaux, steep rocky slopes and river valleys. These habitats protect a high level of endemic and threatened species.*

Integrity

The uKhahlamba Drakensberg Park, composed of 12 protected areas established between 1903 and 1973 has a long history of effective conservation management. Covering 242,813 ha in area, it is large enough to survive as a natural area and to maintain natural values. It includes 4 proclaimed Wilderness areas almost 50% of the Park, while largely unaffected by human development, the property remains vulnerable to external land uses including agriculture, plantation forestry and ecotourism, although agreements between Ezemvelo KZN Wildlife and local stakeholders have been implemented to manage these threats.

Invasive species and fire also threaten the integrity of the site, along with land claims in certain areas, infrastructural developments, soil erosion caused by fire and tourist impacts on vulnerable alpine trails, and poaching. The lack of formal protection of the mountain ecosystem over the border in Lesotho exacerbates these threats.

Boundary issues highlighted at time of inscription included the gap belonging to the amaNgwane and amaZizi Traditional Council between the northern and much larger southern section of the Park. While planning mechanisms restrict development above the 1,650m contour to maintain ecological integrity, it was recommended that a cooperative agreement between the amaNgwane and amaZizi Traditional Council and Ezemvelo KZN Wildlife be envisaged. Extending conservation areas by agreements with privately- owned land along the escarpment to the south of the property was also recommended. Finally an important step to strengthening integrity has been the development of the Drakensberg Maloti Transfrontier Conservation and Development Area, which has recognised the importance of a Transboundary Peace Park linking the Sehlabathebe National Park (and eventually the contiguous Sehlabathebe and Mokhotlong Range Management Areas) in Lesotho with uKhahlamba Drakensberg Park. Project Coordinating Committees in both KwaZulu-Natal and Lesotho are cooperating in a planning process.

The extension of the area to include SNP (6,500ha) has been protected since 1970 as a wildlife sanctuary and a national park, and gazetted in 2001 to enhance protection of the biodiversity and scenic qualities of the property. This area, added to the UDP World Heritage Site is sufficient to protect the biodiversity and cultural values of the area.

The property contains the main corpus of rock art related to the San in this area. A comparatively high concentration of rock art sites seems present in the western buffer zone in Lesotho and future surveys of these should be undertaking with the surveys for rock art in the Maloti-Drakensberg Park to judge their potential contribution to the Outstanding Universal Value. Although the area has changed relatively little since the caves were inhabited, management practices, the removal of trees (which formerly sheltered the paintings) and the smoke from burning grass both have the capacity to impact adversely on the fragile images of the rock shelters, as does unregulated public access.

Authenticity

The synthesis of rock art sites and their natural setting in Maloti-Drakensberg Park convey a very strong sense of authenticity in setting, location and atmosphere but also material, substance and workmanship. It should be noted as a positive factor that in large parts of the property no systematic conservation or consolidation treatment has been attempted, which has left the rock art sites perhaps more fragile but with the utmost possible degree of authenticity. The sites remain closely integrated with their surrounding landscape and credibly convey the narratives of San life and activity in respect to the harsh climatic conditions of the area and necessary exploitation of natural resources and shelter. Potential influences of UV rays and weathering on the images could lead to fading of colors and reduce the clarity of image content, which in turn that could lessen their ability to display their meaning. It is important that explanatory materials assist the interpretation of the image content as understood by the San people.

Protection and Management requirements

Management of the Park is guided by an Integrated Management Plan with subsidiary plans, and is undertaken in accordance with the World Heritage Convention Act, 1999 (South Africa, Act No. 49 of 1999); National Environmental Management: Protected Areas Act, 2003 (South Africa, Act 57 of 2003); National Environmental Management Biodiversity Act, 2004 (South Africa, Act No 10 of 2004); KwaZulu-Natal Nature Conservation Management Amendment Act (South Africa, No 5 of 1999); the Game Preservation Proclamation (Lesotho, No. 55 of 1951); the Historical Monuments, Relics, Fauna and Flora Act (Lesotho, No. 41 of 1967); the National Heritage Act 2011 and Environment Act (Lesotho, No. 10 of 2008); World Heritage Convention Operational Guidelines; Environment policies in Lesotho and Ezemvelo KZN Wildlife policies. In terms of these legislation, all development within or outside the property is subjected to an Environmental Impact Assessment and Heritage Impact Assessments respectively, which consider the Outstanding Universal Value of the property. In addition all World Heritage Sites are recognized as protected areas, meaning that mining or prospecting will be completely prohibited from taking place within the property or the proclaimed buffer zone. Furthermore, any unsuitable development with a potential impact on the property will not be permitted by the South African Minister of Water and Environmental Affairs and the Lesotho Minister of Environment and Culture who are responsible for the implementation of the World Heritage Convention.

Invasive species and fire are major management challenges. At the time of inscription 1% of the property was covered with alien vegetation, including existing plantations and wattle infestations. This poses a threat to the ecological integrity of the Park as well as to the yield of water from its wetlands and river systems. Park management is actively addressing the removal of alien species. The interaction between the management of invasive species and the management of fire should also be carefully considered, taking into account the effects of fire on fire-sensitive fauna such as endemic frogs. Management of fire and invasive species needs to be addressed jointly by Lesotho and KwaZulu- Natal, ideally within the framework established for transboundary protected area cooperation.

There is a need to ensure an equitable balance between the management of nature and culture through incorporating adequate cultural heritage expertise into the management of the Park and providing the responsible cultural heritage authorities with adequate budgets for the inventory, conservation and monitoring tasks. This shall ensure that all land management processes respect the paintings, that satisfactory natural shelter is provided to the rock art sites, that monitoring of the rock art images is conducted on a regular basis by appropriately qualified conservators, and that access to the paintings is adequately regulated. Furthermore, there is a need to ensure that Heritage Impact Assessments are undertaken in conjunction with Environmental Impact Assessments for any proposed development affecting the setting within the property.

Annex 3

CONNECTING PRACTICE FIELDWORK

Maloti-Drakensberg Park, South Africa, 18 – 25 July 2016

PROVISIONAL PROGRAMME

18 July	
– 13:15	Arrival of first team group in Pietermaritzburg
– 19:15	Arrival of second team group in Pietermaritzburg
	Travel to Didima
19 July	
09:00 – 09:15	Opening and Welcome (Mr. Oscar Mthimkhulu)
09:15 – 09:45	Community Levy Fund (Ms. Fundisiwe Dlamini)
09:45 –10:15	S'fundimvelo Program (Mr. Fundile Ndlela)
10:15 –10:45	Sustainable Tourism Strategy – Draft (Ms Nozipho Sibeko)
10:45 – 11:15	Rock Art Management (Ms. Annie van de Venter)
11:15 – 11:30	Coffee break
11:30 – 12:00	COMPACT Replication (Mr. Oscar Mthimkhulu)
12:00 – 12:30	SAEON South African Environmental Observation Network (Mr Paul Gordijn)
12:30 – 13:00	Sehlabathebe Management (Mr. Peter Monyatsi)
13:00 – 14:00	Lunch
14:00 – 14:30	MDTP (Mr Rabson Dhlodhlo/Ms Joyce Loza)
14:30 – 15:00	Connecting Practice (Ms Leticia Leitao)
15:00 – 16:00	Visit to Rock Art Centre/Mikes Pass (Ms Lihle Madondo)
20 July	
08:30 – 10:00	Travel to Royal Natal Meeting with local communities. Objective: To meet community conservation leaders and learn how these

	projects were initiated by community members.
10:00 – 11:00	Meeting with: Ms Bawinile Mtolo – amaZizi Wilderness Group Mr. Sizwe Mkhize - Siyaphambili Tours and Travel
11:00 – 12:00	Meet Royal Natal Management Ms Carol Mnculwane – Ezemvelo KZN Wildlife Mr Stephen Richerts – Ezemvelo KZN Wildlife
12:00 – 12:30	Lunch (packed lunch)
12:30 – 14:00	*Travel to Mhlwazini/Didima*
14.00 – 16:30	Meeting with local communities. Objective: To learn about Community Levy Fund disbursement and projects viability. Meeting with: Ms Sifiso Mdluli - Inkukhu iyasengwa (poultry) project Ms Thobekile Zondo – Inqubeko Sewing Project Ms Lihle Madondo – Cathedral Peak Community Campsite project
18:30 – 19:30	Dinner
21 July	
08:30 – 09:30	Travel to Cathkin Valley
09:30 – 13:00	Meetings with local communities. Objective: Engage key stakeholders and learn about their future tourism aspirations. Meeting with: Mr Brett Tungay – FEDHASA Mr Chris Hearne – Drakensberg Experience Mr Siboniso Dlamini - Umphafa Tour Guide Mr Mark Robertson – Ezemvelo KZN Wildlife
13:00 – 14:00	Lunch (packed lunch)
14.00 – 15:30	Travel to Giant's Castle
18:30 – 19:30	Dinner
22 July	
08:30 - 09:00	Travel to Kamberg
09:00 – 12:00	Visit Kamberg Objectives: To meet Drakensberg Mountain San and learn about their

	challenges and future aspirations. Meeting with: Ms Khanyi Zuma – Ezemvelo KZN Wildlife Siphiwe Mncwango – Ezemvelo KZN Wildlife Mr Richard Duma – Drakensberg Mountain San Mr Paul Herwood - /A!kunta Project Dr Eliot Ndlovu – Maluleko Project
12:00 – 13:00	Lunch (packed lunch)
13.00 – 14:00	Travel to Giant's Castle
14.00 – 16:30	Giant's Castle Main Cave Museum
18:30 – 19:00	Dinner
23 July	
09:00 – 13:00	Visit Hillside/Langalibalele Objectives: To meet local entrepreneurs, discuss proposed community tourism project. Meeting with: Ms Nozipho Sibeko – Ezemvelo KZN Wildlife Ms Nikiwe Sithole – Langalibalele Cooperative Ms Ntombenhle Mthethwa – Ezemvelo KZN Wildlife Mr Lungisani Mthembu – Ezemvelo KZN Wildlife
13:00 – 14:00	Lunch
14.00 – 16:30	Team meeting: draft recommendations and implementation plan
18:30 – 19:30	Dinner
24 July	
09:00 – 13:00	Team meeting: draft recommendations and implementation plan
13:00 – 14:00	Lunch
14.00 – 17:00	Team meeting: draft recommendations and implementation plan (cont.)
18:30 – 19:30	Dinner
25 July	
	Departure of participants to team members to Pietermaritzburg

Annex 4

CONNECTING PRACTICE
FIELDWORK

Maloti-Drakensberg Park 26 March – 01 April 2017

PROVISIONAL PROGRAMME

26 March 2017	
– 14:00	Arrival of the team in Pietermaritzburg
– 17:00	Arrival of the team in Pietermaritzburg
	Travel to Hilton Hotel
27 March 2017 (Fernhill or Hilton Hotel)	
07:00 – 08:00	Breakfast
08:00 – 13:30	Travel to Sehlabathebe – Lesotho
13:30 – 14:00	Check in at Sehlabathebe
14:00 –14:30	Lunch
14:30 – 16:00	Welcome meeting and presentations (Peter Monyatsi)
18:00 – 19:00	Dinner
28 March 2017 (Sehlabathebe)	
07:00 – 08:00	Breakfast
08:30 – 12:30	Site Visit (Peter Monyatsi)
13:00 – 14:00	Lunch
14:00 – 16:00	Community Homestay visit
18:00 – 19:30	Dinner
29 March 2017 (Sehlabathebe)	
07:30 – 08:30	Breakfast
09:00 – 13:00	Stakeholder Meeting
13:00 – 14:00	Lunch

14.00 – 16:00	Stakeholder Meeting
16.00 – 18:00	Debriefing Meeting
18:00 – 19:30	Dinner

30 March 2017 (Sehlabathebe)

07:00 - 08:00	Breakfast
08:00 – 13:00	Travel to South Africa
13:00 – 14:00	Lunch
14.00 – 15:00	Visit to Sani Pass Border Post
15.00 – 18:00	Travel to Pietermaritzburg
18:30 – 19:30	Dinner (Fernhill or Hilton Hotel)

31 March 2017 (Fernhill or Hilton Hotel)

09:00 – 13:00	Management Meeting (Ezemvelo and DEA) at Queen Elizabeth Park
13:00 – 14:00	Lunch
14.00 – 16:30	Team Meeting: Draft Recommendations and Implementation Plan – Midmar
18:30 – 19:30	Dinner

01 April 2017 (Fernhill or Hilton Hotel)

	Departure of participants to Pietermaritzburg airport

MEMORANDUM OF UNDERSTANDING

between the

KWAZULU-NATAL NATURE CONSERVATION BOARD (hereinafter referred to as "the Service"), duly represented by **MR ANDREW EWING** (in his capacity as the acting Chairman),

and

AMAFA AKWAZULU-NATALI (hereinafter referred to as "*Amafa*"), duly represented by **MR A J KONIGKRAMER** (in his capacity as Chairman of the Board.

PREAMBLE

(i) The Service and *Amafa*, having a common commitment to cultural resource conservation, and

(ii) given the requirements of the KwaZulu-Natal Nature Conservation Management Act, 1997 (Act No. 9 of 1997) and the KwaZulu-Natal Heritage Act, 1997 (Act No. 10 of 1997) regarding cultural resource management, and

(iii) recognizing that the protected areas of KwaZulu-Natal have a wealth of cultural resources within their jurisdiction;

agree that

(i) collaboration in cultural resource management is desirable to achieve the requirements of the abovementioned Acts; and

(ii) they will regulate their working relationship through this Memorandum of Understanding and agree to abide to the terms and undertakings set out hereunder, whilst realizing that

this agreement is not intended to have the force of the law, but rather to implement the law.

1. MUTUAL SUPPORT

1.1 The parties undertake to support each other as far as possible with regard to the conservation of cultural resources in the protected areas managed by the Service. It is recognised that a full disclosure of the needs of either party should be conveyed to the other party in good time in order for such support to be given.

2. ADVISORY SERVICE

2.1 The parties agree that a cultural heritage management specialist from *Amafa* may attend the annual management meetings of protected areas controlled by the Service to provide a cultural resource advisory service to the management team for each protected area:

2.2 General matters regarding cultural resources will be addressed at annual Cultural Resource Advisory Committee (CRAC) meetings:

2.3 The parties agree that only decisions taken at annual management meetings and at CRAC meetings are binding upon both parties.

3. COMMUNICATION

3.1 The parties agree that it is necessary to keep the channels of communication open between them on all aspects of their work and agree to endeavour to inform and communicate with each other on all aspects of the work conducted on, related to or that could have consequences for cultural resource conservation in the protected areas managed by the Service.

4. LIAISON WITH OTHER INTERESTED PARTIES

4.1 Whilst recognising the legal responsibilities of both parties regarding the conservation of cultural resources in KwaZulu-Natal, the parties recognise that it may be necessary to obtain the assistance and participation of other interested parties. The parties recognise the rights of each other to form appropriate liaisons, and agree to inform each other of such liaisons.

5. MUTUAL RESPECT AND CONSIDERATION

5.1 Both parties agree to respect the needs of each other and to adhere to agreements reached at annual management meetings and at CRAC meetings.

6. DISPUTE RESOLUTION

6.1 Where either party feels aggrieved by the actions of the other party, the parties agree to communicate such concern to the other party through channels of communication agreed upon at annual management meetings and at CRAC meetings. Grievances shall be made known to the other party as soon as possible and both parties will endeavour to resolve any such grievances at an appropriate level.

7. SPIRIT OF UNDERSTANDING

7.1 The parties agree that, in order to implement the requirements of the abovementioned Acts regarding cultural resource management in protected areas through the mechanism of this Memorandum of Understanding, the spirit be upheld and adhered to at all times.

DATED at **PIETERMARITZBURG** on this 9th day of January 1999.

AS WITNESSES

1. _____

_____

CHAIRMAN
KWAZULU-NATAL
NATURE CONSERVATION BOARD

DATED at **PIETERMARITZBURG** on this day of 1999.

AS WITNESSES

1. _____

_____

CHAIRMAN
AMAFA AKWAZULU-NATALI

Annex 6

TEAMS

- **1st Visit**

- **2nd Visit**

ANNEX 5

Participants in Connecting Practice Phase II

Annex 5: Participants in Connecting Practice Phase II

Hortobágy National Park World Heritage Site (Hungary):

Balóg, Agnés: National Authority Representative

De Marco, Luisa: ICOMOS Representative

Gugić, Goran: IUCN Representative

Leitão, Leticia: ICOMOS/IUCN Representative, Connecting Practice coordinator (1st visit)

Mitchell, Nora: ICOMOS/IUCN Representative

Szilágyi, Gábor: World Heritage Unit, Hortobágy National Park WHS

Tolnay, Zsuzsa: World Heritage Coordinator, Hortobágy National Park WHS

Wigboldus, Leanna: ICOMOS, Connecting Practice coordinator (2nd visit)

The Maloti-Drakensberg National Park World Heritage Site (South Africa):

Andriamirado, Nony: AWHF Representative

Kinahan, John: ICOMOS Representative (1st visit)

Leitão, Leticia: ICOMOS/IUCN Representative, Connecting Practice coordinator

Mazel, Aron: ICOMOS Representative (2nd visit)

Mbatha, Thulani: National Authority Representative (Department of Environmental Affairs)

Monyatsi, Mohau: Maloti-Drakensberg National Park WHS manager (Lesotho)

Mthimkhulu, Oscar: Maloti-Drakensberg National Park WHS manager (South Africa)

November, Ntsizi: ICOMOS Representative

Ossola, Carlo: IUCN Representative

Meeting of EoH in Finland (27 June 2016):

Bourdin, Gwenaëlle: ICOMOS, Evaluation Unit Director

Ehrström, Margaretha: National Board of Antiquities

Jetsonen, Sirkkaliisa: Museo Virasto

Leitão, Leticia: ICOMOS/IUCN Representative, Connecting Practice coordinator

Lindeman, Susanna: Kvarken Archipelago Site Manager

Ossola, Carlo: IUCN Representative, FOEN

Öystilä, Milla: Fortress of Suomenlinna

Rahola, Ulla: Petäjävesi Old Church

Wessman, Stefan: National Board of Antiquities

Expert Meeting on EoH (10-11 October 2016):

Abdulhalim, Haifaa: IUCN, ARC-WH (Arab Regional Centre for World Heritage)

Badman, Tim: IUCN, World Heritage Division Director

Bourdin, Gwenaëlle: ICOMOS, Evaluation Unit Director

Buckley, Kristal: ICOMOS Representative

Castellanos, Carolina: ICOMOS Representative

Courrau, José: IUCN, Regional Office for Mexico, Central America and the Caribbean

King, Joseph: ICCROM, Sites Unit Director

Leitão, Leticia: ICOMOS/IUCN Representative, Connecting Practice coordinator

Lindeman, Susanna: Kvarken Archipelago Site Manager (Finland)

Osipova, Elena: IUCN Representative

Ossola, Carlo: IUCN Representative, FOEN

Stolton, Sue: IUCN Representative

Van Merm, Remco: IUCN Representative

Final Meeting (4-5 May 2017):

Badman, Tim: IUCN, World Heritage Division Director

Bourdin, Gwenaëlle: ICOMOS, Evaluation Unit Director

Brown, Jessica: IUCN-WCPA Protected Landscapes Specialist Group

Buckley, Kristal: ICOMOS, Deakin University

Busch, Kyra: The Christensen Fund

Hamzah, Amran: IUCN, Universiti Tekhologi Malaysia

Khamaganova, Erjen: The Christensen Fund (Central Asian Program Officer)

King, Joseph: ICCROM, Sites Unit Director

Leitão, Leticia: ICOMOS/IUCN Representative, Connecting Practice coordinator

Manz, Kerstin: German National Commission to UNESCO

Mitchell, Brent: IUCN-WCPA QLF Atlantic Centre for the Environment

Mthimkhulu, Oscar: Maloti-Drakensberg National Park WHS manager (South Africa)

Ossola, Carlo: IUCN Representative, FOEN

Rai, Gurmeet: ICOMOS India and Cultural Resource Conservation Initiative

Tolnay, Zsuzsa: World Heritage Coordinator, Hortobágy National Park

Verrschuuren, Bas: IUCN, Wageningen University

Wessman, Stefan: National Board of Antiquities, Finland

Wigboldus, Leanna: ICOMOS, Connecting Practice coordinator

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