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World Heritage and Sustainable Development in Africa: Implementing the 2015 Policy



World Heritage and Sustainable Development in Africa:
Implementing the 2015 Policy

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Introduction

Sophia Labadi, Albino Jopela and Pascall Taruvinga

Background

Just like in other regions of the world, African governments face the daunting challenge of integrating a Sustainable Development perspective into heritage conservation and management. There is a general understanding that heritage should be explored as a driver and an enabler of Sustainable Development in Africa. Pursuant to this understanding, the UNESCO Policy Document for the Integration of a Sustainable Development Perspective into the Processes of the World Heritage Convention was adopted by States Parties to the World Heritage Convention in 2015. This Policy aims to ensure that the conservation and management of World Heritage properties are aligned with broader

Sustainable Development objectives; namely environmental sustainability, inclusive social development, inclusive economic development, and fostering peace and security. The 2015 Policy has the potential to address inadequacies such as a lack of guidance on operationalising sustainable and adaptive reuses at World Heritage Sites, as well as to develop indicators and methods for measuring the contribution of World Heritage to Sustainable Development in Africa.

In line with the African World Heritage Fund (AWHF) strategic objectives – particularly to “stimulate the inclusion of World Heritage properties in sustainable growth for local communities” - a workshop on “World



Heritage and Sustainable Development in Africa: Implementing the 2015 Policy” was held from 19th to 23rd August 2019 at Robben Island World Heritage Site in Cape Town, South Africa. The workshop was organized by the AWHF (with the generous support of the Ministry of Foreign Affairs of Norway), the University of Kent, and Robben Island Museum (RIM), in partnership with the University of Cape Town (UCT). The workshop gathered 30 participants from 18 countries, including experts from universities and research institutions¹, site managers², heritage practitioners/heritage authorities³, the private sector (Africa Business Group), Advisory Bodies (ICOMOS and IUCN),

and the UNESCO World Heritage Centre. A draft Action Plan for the implementation of collaborative projects between World Heritage Sites and universities/research institutions focussing on sustainable development issues in Africa was initiated, and a follow-up workshop on the implementation of the 2015 UNESCO Policy in the Francophone countries is scheduled to take place in Cameroon in 2021. As part of this Action Plan, a publication sharing the experiences of balancing conservation and sustainable development at World Heritage sites in Africa was agreed upon by the participants.

Aims and objectives of the publication

This publication, the first in a series, consists of a selection of peer-reviewed papers from the August 2019 workshop held at Robben Island World Heritage Site. The publication discusses the implementation of different aspects of the UNESCO 2015 Policy on World Heritage and Sustainable Development in the context of Africa, and highlights issues relating to the implementation of the Policy and potential solutions to these problems. The Policy on World Heritage and Sustainable Development is the most comprehensive approach on the topic developed to date. It also overlaps with, complements, and has the potential to fulfil the African Union aspirations of “*Agenda 2063; The Africa We Want*” (2015) and the 2016 Ngorongoro Declaration on Safeguarding African World Heritage as a Driver of Sustainable Development, as well as the recommendations of the 2018 Position Paper on World Heritage and Sustainable Development in Africa endorsed by the African Union Specialized Technical Committee on Youth, Culture and Sports (Algiers, Algeria on 25th October 2018); the 2012 Recommendations of the 40th Anniversary Conference on the World Heritage Convention themed “*Living with World Heritage in Africa*”; and the African Experts “Declaration on World Heritage and Sustainable Development in Africa” adopted during the World Summit on Sustainable Development (2002). These documents advocate for a pragmatic approach towards the effective integration of a sustainable development perspective into the conservation and management of World Heritage sites. This collection of papers, we hope, will contribute to this pragmatic approach.

1. University of Botswana, Human Sciences Research Council of and University of Cape Town in South Africa, University of Bergen in Norway, University of Kent in the United Kingdom.

2. Lake Malawi National Park in Malawi, Mosi-Oa-Tunya/Victoria Falls in Zambia, Robben Island Museum in South Africa.

3. South Africa National Parks, Department of Environment, Forestry and Fisheries, National Department of Tourism and South Africa; Botswana National Museum; Authority for Research and Conversation of Cultural Heritage of Ethiopia; Directorate for Tangible Cultural Heritage of Cameroon.

Despite these different doctrinal texts, integrating policy and visions, Outstanding Universal Value (OUV) and Sustainable Development are two concepts that are still too often regarded as opposites. Moving beyond this opposition, this collection of papers discusses how 'strengthening the dimensions of sustainable development that are: environmental sustainability, inclusive social development, inclusive economic development and fostering of peace and security may bring benefits to World Heritage sites and support their OUV, if carefully integrated within their conservation and management systems' in line with the introductory principles of the 2015 Policy (UNESCO, 2015). Whilst discussions on conservation and sustainable development in Africa during the World Heritage Committees have been dominated by issues of extractive industries and large-scale industrial development, this publication expands the debates and considers additional important issues relating to sustainable development, particularly that of inclusive social development.

Following a strict peer-review process, seven papers are now being published as a first volume.

The papers

In their paper, **Abedalhaleem, van Damme, and Salim** discuss a sustainable development approach as a credible means of meeting the needs of disaster-affected areas, focusing on the mangrove restoration projects on Socotra Island (Yemen), in response to the damage caused by two cyclones that hit Socotra Archipelago in the space of one week in November 2015. The paper explains how different interests converged in this project. Some stakeholders were predominantly interested in ecosystem restoration and the regeneration of endemic and threatened plants (i.e. the environmental pillar). The local community wanted to learn the scientific methods of plant restoration and regeneration, so that they could become independent in conserving and protecting their environment (i.e. social pillar). Finally, the projects have helped the local community develop the ability to harvest plants in a sustainable manner, aligning with market needs without harming the plants' ability to survive, thereby contributing to a sustainable business environment on Socotra (i.e. the economic pillar).

The paper by **Biada** demonstrates the complexity and difficulty of conserving and managing the Dja Faunal Reserve in Cameroon in the face of major development projects, which are also having notable negative impacts on local people. With the Mékin hydroelectric dam and the Sud-Cameroon Hévéa S.A. (SUDCAM) rubber plantation project almost completed close to the World Heritage site, mitigation measures must now be implemented. The paper discusses a number of these measures, funded both nationally and internationally, from limiting the negative social impacts of the Mékin hydroelectric dam on the local communities, to reducing the extension of the rubber plantation to take account of migration corridors, and alternative livelihood projects to prevent poaching and deforestation by local communities.

The Barotse Plains Cultural Landscape is currently included on the Tentative List of Zambia. In this paper, **Maombe** explains that its traditional management systems respect a number of sustainable development principles. The enforcement of traditional rules and regulations, ensures the responsible utilisation of resources and a harmonious co-existence between human beings and the natural environment, as well as a working system for the maintenance of the canal network, thereby ensuring that irrigation and crop yield are improved. However, the landscape faces many challenges, including the multiplicity of laws and conflict between them, as well as between the laws and the traditional management systems. Besides, the region is believed to contain huge deposits of petroleum and gas, which can be exploited under the provisions of the Mines and Minerals Act of 2015, but whose exploitation would be in contravention of the National Heritage Conservation Commission Act. Maombe presents some possible solutions to this conflicting legal situation.

The paper by **Matswiri** explains how tourism in the Okavango Delta (Botswana) has followed the 'dependency paradigm' and has focused on high-end resort clusters for tourists, with minimal effects upon the local economy. However, Tsodilo Hills, another World Heritage Site in Botswana, has followed a different and more socially relevant path. The Integrated Management Plan for Tsodilo Hills, currently being reviewed, provided a framework for implementing the Community Development Initiative Project (CDIP). The CDIP, implemented between 2010-2015, sought to introduce community-driven sustainable tourism development initiatives, and to improve the livelihoods of local communities, whilst ensuring that they were an integral part of site management processes. It was a partnership between the government, the local community, Non-Governmental Organisations (Trust for Okavango Cultural and Development Initiative, TOCaDI), and the private sector (Diamond Trust). The CDIP was able to develop tourism infrastructures such as campsites, a gatehouse, a craft centre, water reticulation for the village, and the drilling of boreholes for livestock. It also focused on capacity-building for Tsodilo youth, with an emphasis on hospitality, tourism, and guiding courses.

Mwithokona reviews some of the key issues facing the Lake Malawi National Park World Heritage Site (Malawi), including alarming population growth in the enclave villages, overfishing, and deforestation. Interestingly, the same issues also affect many other World Heritage Sites in Africa and are therefore also discussed in other papers published in this volume. Mwithokona explores possible solutions, including benefit sharing, the promotion of research and monitoring, and environmental education, but warns that these solutions will be difficult to implement, considering weaknesses such as the lack of materials for environmental education. The opening of cultural sites to the public and tourists (including rock paintings, though these have not yet been properly identified and recorded by the relevant authorities) is recommended.

Next, **Taruvinga** details the ambitious and comprehensive plans to integrate conservation and management within the sustainable development pillars at Robben Island World Heritage site in South Africa (with an emphasis on economic, social, and environmental aspects). The paper details how tourism development modelling is based

on different carrying capacity limits for different parts of the site, based on environmental, organisational, and quality control dimensions. A socially inclusive approach is also promoted through much-needed job creation and through supporting a craft centre for the local communities. The paper also details different approaches for adaptive reuse of some of the buildings on the island, as discussed and identified during the 2019 workshop. Finally, the paper discusses strategies to make the site carbon-neutral and move towards greening strategies.

The final paper is on the Mosi-Oa-Tunya/Victoria Falls World Heritage Property, co-managed by the States Parties of Zambia and Zimbabwe. **Zulu** dwells on the challenges of integrating a sustainable development perspective within the conservation and management of this transboundary property. Whilst Mosi-Oa-Tunya/Victoria Falls is a tourism icon, the site has remained 'underdeveloped', with fewer hotels and restaurants than in similar touristic places, because of the lack of a clear understanding of the limits of acceptable change, and because of political tensions. Moving on from a sole focus on tourism, the paper explains how the Lwande Mixed Farming project failed, as it did not take account of traditional leadership and management systems.

Impacts of the workshop

The 2019 workshop had a number of practical impacts, in addition to being a forum for discussion of different experiences at World Heritage sites in Africa. The results of a survey on the impacts of the workshop (conducted in March 2020) clearly indicate that a number of the participants have integrated the principles of the 2015 Policy on World Heritage and Sustainable Development into their work. For instance, Ms Matswiri, Principal Curator of Archaeology and Heritage Management at Botswana National Museum (Botswana), indicated that she is using the principles of the Policy to review the management plan for Okavango Delta World Heritage Site. Another example is Mr Mwithokona, Site Manager at Lake Malawi National Park (Malawi), who indi-

cated that, since the workshop, he has developed a network of different socio-economic initiatives for local communities around the site. Finally, Mr Zulu, Site Manager at Victoria Falls/Mosi-oa-Tunya, indicated that, following the workshop, he revisited the Lwande Mixed Farming project, to provide alternative livelihoods to locals. Hence, some of the participants have moved forward in their integration of a sustainable development approach within the management and conservation of World Heritage properties. We hope that this publication will help others to learn about and implement the principles on sustainable development at their heritage sites, whilst being aware of and taking account of the different challenges.

References

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SUSTAINABLE DEVELOPMENT: A recommended approach for disaster resilience

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1



Abstract

This paper discusses the implementation of a Sustainable Development approach, that is applicable beyond only stable areas or those facing minor challenges. It presents the Sustainable Development approach as a credible means of meeting the needs of disaster-affected areas. We argue that the Sustainable Development approach seeks to maintain a pre-existing balance between the three Pillars

of environment, economy, and human wellbeing. Further, we argue that Sustainable Development is a tool for maintaining this balance, rather than a goal in itself. Finally, we demonstrate through a case study on mangrove ecosystems in the Socotra Archipelago how Sustainable Development projects can have important wider impacts, touching on national and even global issues.

Introduction

'Sustainable Development' is an approach that seeks to maintain a balance between its three Pillars of environment, economy, and human wellbeing. It is not a goal, but rather a tool for maintaining this balance. Although practitioners tend to focus on the local impact of activities adopted under Sustainable Development approaches, they can have much more wide-reaching effects. For example, the mangrove restoration projects on Socotra Island (Yemen) show how the impact of such approaches can reach even unstable areas and those facing major challenges. Sustainable Development has proven itself to be vital in disaster-affected areas.

The mangrove restoration projects were implemented in response to the damage caused by two cyclones which hit Socotra Archipelago in the space of one week in November 2015, and was made possible by the fundraising activity of the Friends of Soqotra (FOS) association⁴ and the Arab Regional Centre for World Heritage (ARC-WH)⁵. They were initially planned and implemented according to the needs of the local communities, who use mangrove trees for fuel (wood and charcoal) and construction. Mangroves also deliver various ecosystem benefits, such as helping to mitigate the impact of floods, storms, and coastal erosion; creating a nursery habitat for fish; and functioning as a carbon sink⁶.

4. The Friends of Soqotra association (FOS) is a registered charity established to promote the sustainable use and conservation of the natural environment of the Soqotra Archipelago, and to support sustainable improvement in the standard of living for the people of the Socotra Archipelago (<https://www.friendsofsoqotra.org>).

5. The Arab Regional Centre for World Heritage (ARC-WH) is a Category 2 Centre under the auspices of UNESCO that was established in 2012 as an autonomous and independent legal entity at the service of Arab States Parties to strengthen the implementation of the 1972 World Heritage Convention (<http://arcwh.org>).

6. (Spaninks and van Beukering, 1997; UNEP, 2006; TEEB, 2010)

Case Study:

The Socotra Archipelago Mangrove Restoration Projects



The Socotra Archipelago⁷ (Yemen), inscribed on the World Heritage List in 2008, lies in the north-west Indian Ocean near the Gulf of Aden, stretching across four islands and two rocky islets. It is one of the most biodiverse island groups in the world and has been termed the «Galapagos of the Indian Ocean». The Archipelago is 250km long and appears as an extension of the Horn of Africa.

Hosting exceptionally rich and distinctive flora and fauna, is globally significant for its biodiversity conservation value. Of its 825 plant species, 37% are endemic. More than 90% of its reptiles and land snails do not occur anywhere else in the world. Furthermore, its marine biodiversity is unique: it hosts 253 species of coral; 730 fish species; and 300 species of crab, lobster, and shrimp.

7. <http://whc.unesco.org/en/list/1263>



Picture 1: People leaving their houses waiting for rescue (c) Ismael Salem

In 2008, the Socotra Archipelago was inscribed in the World Heritage List under criterion (x), for its very unique and very high endemism of biodiversity. The islands' isolation has allowed this unique biodiversity to survive for centuries but has also caused a high level of dependency on natural resources by the local community. Agencies working on the islands have therefore had to develop various types of intervention to respond to both human and environment conservation needs. Any interventions must adopt a comprehensive approach that considers ecological conservation and restoration, as well as the traditional and social lifestyle that Socotris want to maintain and which contributes to their (economic) wellbeing (the Pillars of Sustainable Development). It is also essential to take the political instability of Yemen into account.

In November 2015, two severe cyclones («Chapala» and «Megh») hit the Socotra Archipelago causing severe damage to the marine and terrestrial environments and to human settlements. Seventeen families lost their homes with many more injured and/or displaced. Various news agencies reported the significant loss of endemic trees, fauna, and even marine species (see pictures 1, 2, 3 and 4).



Picture 2: Impact of cyclones on marine life (Photos:Environment Protection Authority 2015).



Picture 3: Impact of cyclones on the people of Socotra life (Photos: EPA).

The Socotra World Heritage Site has faced various challenges since its inscription.

Mainly connected to development activities supporting the wellbeing of the islands' residents. These activities have included road and other infrastructure construction; countering invasive species entering through the islands' ports; fishing and marine resources harvesting; solid waste disposal; and addressing the widespread ecological threat of livestock grazing⁸. Agencies working to maintain healthy ecosystems were already under enormous pressure before the cyclones, which only placed further pressure on them. The first priority in their disaster response was to help inhabitants achieve a reasonable standard of living, and secondly, they aimed to promote a healthy environment resistant to the impacts of climate change and able to continue providing resources for the community.

8. (UNESCO-WHC)



Picture 4 : Shattered Boswellia tree after the Megh cyclone (Photo: Ismael Salem).

In the last few decades, Socotra has started to receive more attention from investors and businesses and has begun to suffer from related unsustainable development activities. After the cyclones, it became evident that some of Socotra's ecosystems were vulnerable and unable to mitigate negative environmental effects. Any new project after the cyclones would therefore need to adopt a Sustainable Development approach.

In February 2016, the Arab Regional Centre, in collaboration with Friends of Soqatra, organised a fundraising event to support the implementation of human and environmental relief activities. The event was conducted in parallel with a technical workshop that included the Yemeni Environment Protection Authority, the international Union for Conservation of Nature (IUCN), United Nation Environment (UNEP), United Nation Educational, Scientific and Cultural Organization (UNESCO), and representatives of the local community. It produced a response plan providing guidance on relief work in Socotra to the State Party of Yemen and other related institutions. As part of this plan, ARC-WH, IUCN, and FOS implemented several Sustainable Development activities, two of which will be discussed below: the Momi Ecosystem Restoration project and the Mangroves Ecosystem Restoration project.



Picture 5: Local community preparing the area for fencing (Photos: Ismael Salem)

The Momi Ecosystem Restoration Project

Momi village is located in south-east central Socotra Island. The area is covered with different types of endemic and non-endemic species of flora and fauna that provide a living to the local community and grazing for their livestock. For example, Socotris sell the extract of the endemic Aloe plant (*Aloe perryi*) for cosmetic and medicinal purposes to Saudi Arabia, United Arab Emirates, and sometimes further afield to Japan. They also use their goats to generate income by selling their meat to the mainland, and more recently to the United Arab Emirates. Due to road construction activities, the area has suffered



Map 2: The purple circle shows the location of Momi village. Report on the IUCN Mission to Socotra Archipelago (Yemen), 4-14 November 2012

a major loss of vegetation, exacerbated by severe landslides after the cyclones. Momi village was therefore selected as one of the intervention areas. The project aimed to achieve a healthier environment for the community, which is highly dependent on the local flora for its livelihood. Sustainable Development was promoted through protecting and restoring threatened plants;

rehabilitating the area damaged by road construction and stabilising the soil (environment Pillar); maintaining sources of livelihood by replanting and protecting endemic plants, especially those the locals sell and use for grazing their goats (economy Pillar); and supporting local community livelihoods made more precarious and less productive by the landslide (social Pillar). To



Picture 7: Left: Socotran violet (*Exacum axne*) is endemic to Socotra, Right: Aloe vera, also endemic to Socotra and with medicinal uses, have grown naturally within the fenced area (Photos: Ismael Salem).

ensure that its outcomes were truly sustainable, the project was implemented entirely by the local community. Only technical assistance and materials were provided from the outside. In consultation with the local community, the team selected several areas of 500m² in which to start the project, including land in damaged area. The team had previously prepared a source of water by rehabilitating a water harvesting point (called 'Kareef' in the Socotri language) as part of the same relief project. Socotris practise a free grazing system, in which owners release their animals in the morning to

graze freely and then gather again them before dark. Fencing was therefore necessary to prevent goats from accessing the project area and eating the plants.

One month after the fence instalment, 19 different endemic and threatened plant species (see table 1) started growing naturally without any specific intervention in the project areas, turning this near-desert area green (see picture 8). This gave the project and the locals hope. Some of these plants were ones used for export, and this encouraged the expansion of the fenced area and

the erection of more in other locations.

One of the main achievements of the project was the transfer of scientific knowledge to the local community. Previously, mangrove seedlings rarely survived being moved from the nursery to their final location. Project specialists indicated the importance of gradually increasing water salinity by adding seawater, so that the seedlings can acclimatise before being transplanted. Locals then became capable of replicating the project in other locations.



Picture 6 : *Left:* New plants start to grow inside the area after fencing. *Right:* The local community project manager collecting seeds for planting inside the fenced area (Photos: Ismael Salem).



Picture 8 : *Left:* Area before fencing. *Right:* After two months of fencing, plants started to grow (Photos: Ismael Salem).

Table 1: This table shows the plants grown in 6 months.

Species name	Endemic	RL IUCN	#from seeds	# grown naturally	# from seedlings
Adenium obesum ssp sokotranum	1	LC	3	-	-
Adiantum balfourii	0	-	-	1	-
Aloe perryi	1	NT	-	-	40
Aerva sp.	0	-	-	4	-
Corchorus erodioides	1	LC	-	-	-
Cordia obovate	0	NT	7	1	-
Cucumis sp. (garden plant)	0	-	-	12	-
Dracaena cinnabari	1	VU	1	-	-
Exacum affine	1	LC	-	2	-
Ficus cordata	0	-	1	1	-
Ficus vasta	0	LC	-	16	-
Hibiscus sp.	0	-	1	-	-
Jatropha unicostate	1	-	3	-	-
Lycium sokotranum	1	LC	-	26	-
Oldenlandia aretioides	1	DD	-	2	-
Solanum incanum	0	-	-	61	-
Tamarindus indica	0	-	2	2	-
Tragia balfouriana	1	LC	-	2	-
Withania sp.	0	-	-	1	-

The Mangrove Ecosystem Restoration Project

Mangroves are a vital element of Socotra's coastal and marine habitat. For the communities of Socotra, as elsewhere in the world, mangrove trees have various traditional uses. These include their use for fuel (wood and charcoal) and construction (plaster for houses), as well as for animal grazing, especially for camels. From an environmental point of view, mangroves have countless benefits, such as providing a nursery habitat for some species of fish; protecting coasts from erosion; and acting as a wave breaker that minimises flooding and the impact of storms on coastal settlements. Finally, mangrove ecosystems are considered by experts to be one of the best carbon sinks.

In recent decades, the number of mangrove (*Avicennia marina*) trees⁹ has declined dramatically in the northern part of Socotra Island, due both to human activity and to natural factors. The number of camels has grown, and there have been intense storms relating to climate change. Currently, mangroves only exist in the western part of the island, at the natural sanctuaries of Shua'ab and Neet. These mangroves were already in dire condition before the two cyclones of November 2015.

9. (Simoes, Apel, & Jones, 2001)

In 2014 a group of young Socotri from Diham, a village on the northern coast, having noticed the declining number of mangrove trees, decided to establish two local associations concerned with mangrove ecosystem restoration: the Al Bin Ahmed (the Association for Conservation and Development of Mangroves and Natural Plants) based in Disatmu village; and the Al Tamek Association for Protecting Mangrove Trees, based in Ghubbah. Both associations are trying to restore the mangrove forests in their respective parts of the island using local knowledge and the materials at hand. However, they face obstacles for regenerating and replanting mangrove trees. Notably, they have not been able to stop animals (crabs, camels, and goats) destroying seedlings and eating the growing trees.

The FOS, IUCN, and ARC-WH have made mangrove restoration a priority activity, helping to achieve the goal of biodiversity conservation (environment Pillar). Mangroves represent a vibrant ecosystem, providing a habitat for endemic birds such as the Socotra warbler and the Socotra cisticola, and for crustaceans such as the Indian prawn (*Fenneropenaeus indicus*), as well as for reptile species. However, the local community did not participate in this project simply to protect the environment. They also had their own, different, goals. The community needed to restore the mangroves because they relied on them to provide food for their animals, allowing them to sell their milk and meat, as well as to produce charcoal and plaster (economic Pillar). Finally, the mangroves help protect villages from the effects of storms and cyclones (social Pillar).

Ghubbah village was selected as a pilot site for this mangrove restoration project, firstly because of the commitment shown by the residents, and secondly because the village had a suitable governance system (the Al Tamek Association for Mangrove Restoration) which would facilitate communication and implementation. The project had a limited budget, but all project partners (the local community, government agency EPA, FOS, IUCN, and ARC-WH) were aware of this fact. As a result, all partners took seriously their responsibility to work together to achieve the project goals within the available budget.



Map 3: This map shows the location of Ghubbah, the project pilot site. (produced by H.Abedalhaleem).

The project began with a consultation process involving all the different stakeholders and partners, especially the local Association, to define the project area and methodology. Since it was the responsibility of the ARC-WH project manager to train the local Association and supervise its work on mangrove restoration, ARC-WH provided training for the local project leader with the



Picture 8: Chairperson of the Al Tamek Association and ARC-WH discussing the project (Photo: Kay van Damme).

Supreme Council for Environment (SCE) in Bahrain, recognising the successes the SCE have had in the restoration of mangrove ecosystems elsewhere. Meanwhile, the Association began to build a small mangrove seedling nursery at the Dorad site on Ghubbah lagoon. However, the initial seedling success rate was low. The wire fences protecting the seedlings rusted quickly due to the seawater, so instead they bought plastic buckets, open at the bottom, and planted the seedlings inside (see picture 9). When the seedlings were big enough, they could move them to their final location and plant new seedlings inside the protective buckets.

The project also required strict documentation procedures. This was fundamental to the success of this project specifically but also more widely. In Socotra, previous mangrove restoration projects had failed due to a lack of proper communication with the local communities. They had not sufficiently considered the economic and social importance of the mangroves to the local community, and as a result, did not

support them. It was also the case that previous projects had failed to take advantage of the knowledge already possessed by the local community. The Mangrove Ecosystem Restoration Project at Ghubbah village has tapped into this knowledge, helping the project team to avoid earlier mistakes. Proper documentation of the process allowed the project team to understand and record the challenges and



Picture 9: Young mangrove trees in Site 3 protected from crab predation by plastic buckets (to be removed when the trees are bigger). In total 83 young trees are growing here. (c) Kay Van Damme

These three pictures show different seedling protection methods which will help to identify best practice for future projects.



Picture 10: Site 1 at Ghubbah, with small mangrove seedlings protected by a wooden construction and barrels (first pilot test site (Photos: Ismael Salem)).



Picture 11: Site 2 at Ghubbah, with small mangrove seedlings protected by nets and barrel (second pilot test site (Photos: Ismael Salem).



Picture 12: Young mangrove trees at Site 3, khor Ghubbah. The large trunks are remnants of mangrove trees, proof of once large mangroves in this area 50 years ago (Photo: Ismael Salem) .

successes of the project, enabling others to replicate it elsewhere, as well as providing reliable scientific information for future studies. The local Association collected the seeds and small seedlings from the Shu'ab sanctuaries where plants grew naturally at their original location. These

were then replanted in three different locations along the coastline in order to test their ability to survive and identify reasons for success or failure. Seedlings were also planted in various types of containers with varying methods of protection to identify the best methodologies.

The project has started to achieve one of its goals in relation to the restoration of the mangrove ecosystem: it has succeeded in raising 83 healthy young trees at one site. This is better by far than previous projects. The challenge then was maintaining project impact, while achieving other goals which would allow the local community to benefit from the mangroves. The local Association had played its part by offering the land, planting and protecting the mangroves, and documenting the process. Now, it was important for the local community to understand that it would not be possible to start using the mangroves trees for grazing, building, or firewood for several years. They had to grow enough to allow them to be used for these purposes while maintaining their natural regeneration. The next phase of the project therefore focused on alternative activities promoting both income generation and sustainability. FOS conducted a field mission to the project area to discuss this next phase with the different partners in the local community.

During the project, the local Association had constructed a building for use as a mangrove nursery. However, this building did not give the expected results and the mangroves seedlings successful was not successful like other areas and consequently stood empty. Its size meant that with some renovation it could be used for other purposes, and the head of the local Association proposed its use as a guest house. It could host researchers and other visitors, offering excellent study and accommodation facilities not only for scientists, but also for tourists who might want to spend some time at the lagoon. Renting out the building in this way would provide income for the local community.

The site has already begun to attract interest from visitors and tourists as well as from scientists coming to study. Tour operators and guides have started including Ghubbah village as a tourist destination. Thus, the local community has started offering additional services such as providing a place to stay and study, food and guiding. It is hoped that the area will soon return to a healthy environmental state, and that the returning birds will provide even more reason to visit. The return of fish using the mangroves as a nursery also offers locals the prospect of another source of income through fishing, once the trees have established themselves.



Picture 13: ARC-WH, Chairperson of the Al Tamek Association, FOS at Site 1 in Ghubbah, discussing future plans for project sustainability. (Photos: FOS)

Conclusion

For any project, especially those adopting a Sustainable Development approach, it is vital to have open and sincere communication with stakeholders. In the case of Socotra, these were the Environment Protection Authority (EPA), local communities, FOS, IUCN, and ARC-WH. It is also essential for any project not to neglect or ignore the local community's needs, identified through consultation with and observation of the local community and their interaction with the surrounding environment.

During the two case studies detailed in this paper, a genuine, in-depth discussion allowed project partners to identify goals and needs, and to bring about a convergence of views between all stakeholders to avoid the misunderstandings and errors of previous projects. In-depth and open communication has helped to identify each partner's goals and needs. A clear plan of action was developed for each of the three Pillars of Sustainable Development. Each partner became involved with and took some responsibility for helping other partners to achieve their goals.

In these projects, the goals of EPA, IUCN, and FOS were predominantly ecosystem restoration and the regeneration of endemic and threatened plants (i.e. the environmental Pillar). The local community wanted to learn the scientific methods of plant restoration and regeneration, so that they could become independent in conserving and protecting their environment (i.e. social Pillar). Finally, the projects have helped the local community develop the ability to harvest plants in a sustainable manner, aligning with market need without harming the plants' ability to survive, contributing to a sustainable business environment on Socotra (i.e. the economic Pillar).

Lessons learned

1. The projects avoided the so-called 'checklist' consultation process, by hiring a Project Manager from Socotra who was willing to listen to the local community and government agencies, and who was able to fully understand their needs and the issues they raised. , was the reason of success because he is from the Islands and understands the culture and challenges.
2. The Project Manager appointed already possessed the relevant technical expertise and was given further training by the Supreme Council for Environment in Bahrain. He was then able to share his technical knowledge with the local community in a practical and straightforward manner. This provided the local community with adequate knowledge to continue the work by themselves.
3. The projects used local knowledge and observations on biodiversity in the development of scientific methods for the project. For example, the local community have a sustainable technique for collecting the seeds of endemic plants and replanting them in other locations. This local knowledge had evolved over thousands of years of observation and interaction with nature.

4. The projects avoided importing ready-made ideas: every activity included in the project was discussed in detail with the local community and other partners. The project considered all stakeholders as partners in all aspects of the project: the local community was involved in the planning of even the scientific part of the project. This was considered especially important given that the community would need to be able to continue by themselves after the project's formal conclusion.
5. The first stage of the project was to identify needs, goals, and challenges for each partner at the outset and to correlate them with the relevant Sustainable Development Pillars. It was important to define the how, who, when, and where for each objective at an early stage of the project, and to make an assessment of how easy the objectives would be to achieve and how acceptable they would be to local people. During the process, it became clear that there is no such thing as a perfect balance between the different Pillars of Sustainable Development, but that there is an acceptable range of compromise within which such projects can operate.
6. The project manager concluded that it was essential not to make assumptions about stakeholder needs or about the challenges they faced. It was crucial to communicate with the targeted partners about their own priorities.
7. The three Pillars of Sustainable Development do not have a beginning or an end: rather, they are a continuous cycle. The starting point of the project was to identify goals, then connect these to a Sustainable Development Pillar and only then to fine-tune the envisaged activities to achieve balance with the other Pillars.
8. Sustainable Development is a tool for or an approach to achieving a goal but it is not a goal in itself.
9. Trust between the different partners in projects such as these are crucial when those partners have different goals or visions, because there is the potential for a conflict of interest. Building trust should therefore happen before any practical steps are taken.
10. Identifying partners who believe in and are willing to work within a Sustainable Development approach is essential.
11. The best approach to adopt is as Arabs usually say the "constant dripping of water [which] wears away the stone ", i.e. small and continuous activities are likely to have a deeper and more long-term impact, as long as all partners are committed to the project.

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2

THE CHALLENGES OF IMPLEMENTING THE 2015 UNESCO POLICY ON WORLD HERITAGE AND SUSTAINABLE DEVELOPMENT IN CAMEROON: Lessons learned from the Dja Faunal Reserve (DFR)

Alice Biada



Abstract

Despite the increased number of properties on the World Heritage List, Africa is confronted to enormous challenges when it comes to conserving and promoting the continent's heritage sites. The challenges related to management include the planning of various activities related to sustainable development which are sometimes incompatible with conservation goals. In this context, safeguarding World Heritage in Cameroon is a long-term endeavour. However, maintaining the right balance between conservation, sustainability and development for a better protection of a World Heritage property is possible. It requires the involvement of all stakeholders in the preservation of those aspects of Outstanding Universal Value (OUV) for which the property has been inscribed on the World Heritage List. This can be achieved through relevant activities that contribute to the socio-economic development and quality of life of local communities. The necessary and primordial involvement of communities, who have been guarding and protecting

the heritage for thousands of years using traditional management systems, is necessary and constitutes an asset for development, which public authorities should prioritise in their actions and decision-making processes.

Indeed, for the past two decades, the World Heritage Committee has continued to draw the attention of the State Party of Cameroon to the preservation of the OUV of the Dja Faunal Reserve, a property inscribed since 11 December 1987 and threatened with inscription on the List of World Heritage in Danger, because of development projects around the site that require strong and concerted actions by stakeholders. Based on the three pillars of sustainable development, conservation plays an important role, which must be reinforced by existing functional mechanisms. Reflecting on the effective implementation of the use of World Heritage for sustainable development means defining the role of each actor in an approach aimed at owning the 2015 policy, for the effective implementation of the 1972 Convention.

Key words: *world heritage, sustainable development, Dja wildlife reserve.*



Introduction

For some years now, Cameroon has been facing conservation challenges in a context of development in and around the Dja Faunal Reserve, a natural site inscribed on the World Heritage List since 11 December 1987. In spite of the efforts made by the government for the effective implementation of the 1972 Convention concerning the Protection of the World Cultural and Natural Heritage, the problem of finding adequate mechanisms for a better appropriation of the 2015 policy for the integration of a sustainable development perspective in the processes of the World Heritage Convention still remains an unanswered enigma. Drawing on the lessons learnt from the Dja Faunal Reserve, which has been threatened with inscription on the List of World Heritage in Danger for more than two decades and with a view to better use World Heritage for sustainable development in an inclusive approach in Cameroon, this work will consist of presenting in turn the perception of sustainable development and World Heritage in Cameroon, the actions carried out there, identifying the different approaches, analysing these approaches, as well as the guiding principles that contribute to the implementation of sustainable development objectives in Cameroon.

Perception of sustainable development and World Heritage in Cameroon

Generally speaking, the nexus between World Heritage and sustainable development is part of a framework where there is a need to maintain a fair balance between conservation, sustainability and development in order to protect World Heritage properties. Cameroon, through its national strategies, is only beginning to grasp the need to reconcile these concepts.

National policy on sustainable development in Cameroon

The context for the implementation of sustainable development in Cameroon is marked by the persistence of an economic crisis, trade liberalisation, the evolution of the structures and functions of public institutions and environmental degradation. Cameroon Government's objective is to improve the well-being of present and future generations. Inspired by this objective, the country has drawn up the Growth and Employment Strategy Paper (GESP) which reaffirms the Government's determination to pursue the achievement of the Sustainable Development Goals. Elaborated in a participatory manner, the GESP has made it necessary to carry out multiple large-scale initiatives, namely the formulation of an economic development vision by 2035, which formally places the challenge of growth and job creation in general in all sectors of activity at the centre of its actions, for the benefit of poverty reduction and the redistribution of wealth

to the most vulnerable sections of the population, with a special emphasis on women and youth. In concrete terms, it is important to note that no emphasis is placed on taking into account the value of heritage as a whole. This is demonstrated in the National Plan for Territorial Planning and Sustainable Development (NPTPSD) which is in its validation phase at the national level.

The NPTPSD is, in a way, complementary to the above-mentioned vision. This political, administrative, legal, technical and multisectoral spatial planning reference framework for investment projects to be implemented nationwide, should eventually enable sustainable economic development while preserving Cameroon's productive capacity. It aims at territorial integration, coherent, complementary and integrated prioritisation of the different sectors of activity. This, in order to enable Cameroon to achieve emergence, to be an industrialized country, to reduce poverty, to belong to the group of upper middle-income countries, endowed with a model of development and sustainable growth. This tool for the harmonious development of the Cameroonian national territory advocates the planning and consideration of projects in the fishing, livestock, agriculture, forestry, drinking water supply, sanitation, mining, manufacturing industry, education, health, electric power, hydrocarbons, transport, ICT and tourism sectors among others. It must be noted that no project refers to the protection of cultural or natural heritage. Nevertheless, some of these projects could encroach on the Exceptional Universal Value of the Dja Wildlife Reserve. To this end, it has been suggested that World Heritage properties and cultural and natural sites with a potential to be preserved be taken into account in the planning of Development projects that could undermine their integrity and authenticity.

This document presents mechanisms in the forestry sector that incorporate some sustainable development principles. These mechanisms range from the sustainable and participatory management of forest and wildlife resources; the development of non-timber forest product (NTFP) chains; the improvement of productivity and forest exploitation; and the renewal of forest resources through reforestation for second-generation forestry; improving the performance of craftsmen by putting in place measures to provide decent jobs in the wood sector; implementing management plans for all areas of hunting interest (hunting zones) to improve the contribution of this sector to the GDP. This makes it possible to affirm that the sustainable management of forest and

wildlife resources is taken into account in the GESP and RSSLMD to a certain extent, but nevertheless deserves to be accentuated with regard to the protection of world heritage. It is important to note that in application of this new land use planning policy, Cameroon has started with two pilot projects at the regional level. These projects aim at developing experience in elaborating Regional Schemes for Sustainable Land Management and Development (RSSLMD) stemming from the RSSLMD. To this end, the southern and eastern regions, where the Dja Faunal Reserve (DFR) is located, have been chosen for these pilot projects, implemented by the Ministry of Agriculture and Rural Development. They cover the whole of the DFR area and its periphery.

World Heritage in Cameroon:

The case of the Dja Faunal Reserve (DFR)

These measures will eventually make it possible to meet the requirements of the 1972 Convention and to integrate the heritage preservation component into national policies in Cameroon.

The Dja Faunal Reserve, which has been threatened with inscription on the List of World Heritage in Danger for several years, has led the State Party to take urgent action to maintain it on the World Heritage List. This continuous,

harmonious and collaborative work with the stakeholders focuses on the mitigation of the negative impacts on the property of the Development projects, the supervision of the multiform interventions in and around the property, the effective consideration of the riparian and indigenous communities for their empowerment to sustainably manage their property and for its better protection.

Description of the Exceptional Universal Value of Dja

With an estimated area of nearly 526,000 ha, the Dja Faunal Reserve, created in 1950, is an integral part of the Congo Basin forest block considered to be the most important in Africa in terms of the maintenance of biological diversity. This vast area constitutes one of the largest and best protected humid forests in Africa, hence its integrity. At the time of its inscription in 1987, 90% of its area was considered intact and human pressure was low. Surrounded by the Dja River, which forms its natural boundary, the reserve is remarkable mostly for its biodiversity and the wide variety of primates that live there. It is the habitat of a large number of animal and plant species, several of which are globally threatened, such as the western lowland gorilla, the chimpanzee and the forest elephant. The site was inscribed under Criteria (ix) and (x).



Reminder of the concerns expressed by the World Heritage Committee for over a decade

Since 1996, the World Heritage Committee has been concerned by the presence of major Development projects around the reserve, notably the construction of the Mekin hydroelectric dam, the South Hevea Cameroon agro-industrial plantation, and the approximate implementation of Environmental and Social Management Plans for some of these projects, the need to carry out a Strategic Environmental and Social Assessment (SESA) that takes into account all the Development projects around Dja, the threats posed by poaching and deforestation, the threats due to the granting of mining permits to mining companies as well as those posed by commercial hunting and deforestation. Projects around the site are outside the boundaries of the buffer zone. The Mekin hydroelectric dam, is about 10 km from the site. The South Hevea Cameroon agro-industrial plantation is located 5 km from the northern concession and 2 km from the DFR for the central concession.

Cameroon accepted a consultancy mission, which was carried out from 18 February

Sustainable Development Approaches to World Heritage implemented in Cameroon. The efforts of the State Party through the various administrations concerned

The government cannot currently undertake the relocation of the Mekin hydroelectric dam construction project and the construction of the South Hevea Cameroon agro-industrial plantation, which are largely completed. Nevertheless, in response to

the recommendations of the World Heritage Committee, concerned about the state of conservation of the Dja OUV, the State Party has taken partial corrective measures.

To this end, since 2016, the State of Cameroon has mobilized financial resources (F CFA 294,540,000 or USD 484,653.20) to carry out an Environmental, Strategic and Social Assessment (ESSA) study of the said projects around the Property in order to mitigate the negative impacts on the Outstanding Universal Value of the DFR. For nearly five years, concrete actions have been carried out by all the stakeholders concerned, in particular; the effective implementation of the Environmental and Social Management Plan (PGES),

by the Ministry in charge of public works; the drawing up of a wildlife rescue plan by the ministry in charge of forests and fauna; the integration of preservation of cultural and archaeological heritage considerations by the project and the ministry in charge of culture when developing the dam; the construction of new bridges by the ministry in charge of public works, to open up the affected populations. With regard to the Mekin Hydroelectric Dam, measures to correct the inconveniences and disturbances caused to the populations by the closure of the gates continue to be implemented in parallel with the implementation of the Environmental and Social Management Plan (PGES). In order to enable the population to go about

their occupation, some victims of the floods in the Somalomo, Bengbis and Endom districts are being relocated. To this end, on 21 December 2017, a working group made up of all stakeholders was set up to manage social tensions, implement the PGES and draw up the wildlife rescue plan. While the evaluation of the implementation of Hydro-Mekin's GEP shows that a number of concerns have already been addressed, there is still a need to accelerate the implementation of the other corrective measures identified, in order to address in an optimal manner all its negative impacts on the Property.

to 4 March 2019 on the DFR, to assess the impacts of the South Cameroon Hevea plantation and latex processing plant, located near the property. This mission considered scenarios and alternatives, ranging from the total cessation of the project, the reorientation or cancellation of the extension of the plantations to the relocation of the factory. These proposals could lead to other undesirable situations. To this end, thirty (30) recommendations were made to stakeholders, including the government, SUDCAM, UNESCO, and IUCN. The recommendations to the government (10 in all) and to SUDCAM (11 in all) can be summarised in three main points. The study carried out by the advisory mission recommends considering the relocation of the plant to a better-placed site in terms of infrastructure, taking into account environmental and social aspects; to strengthen the protection of the DFR by creating a buffer zone around the property that would only allow activities compatible with conservation and to register the buffer zone in the site file. It argues that the choice of site for this plantation and the nearby factory is inappropriate.

The advisory mission proposed possible solutions to the State Party of Cameroon which had already started the implementation of measures relating to the safeguarding of the Dja Faunal Reserve. To this end, measures relating to the fight against poaching were taken through continuous training on the SMART (Spatial Monitoring and Reporting Tool) data collection tool, which helps in decision-making for the management of the property. This tool enables the geolocation of indices of human activities, animal species and environmental degradation. It also enables the information to be compiled in a database and analysed to determine the monitoring and protection effort, but it also gives the manager the possibility of planning future interventions on the basis of the data records collected. The results of the inventory of the large fauna of the Dja Faunal Reserve certainly confirm the biological diversity that prevailed at the time of its inscription on the World Heritage List, as revealed by the data collected by camera-traps, but the numbers of elephants, chimpanzees and gorillas have been considerably reduced compared to those of 2015. It should be noted that the report of the Strategic Environmental and Social Assessment of the development projects around the Dja Faunal Reserve currently underway, will propose appropriate measures to address the cumulative impacts of the various stakeholders operating in the vicinity of the property.

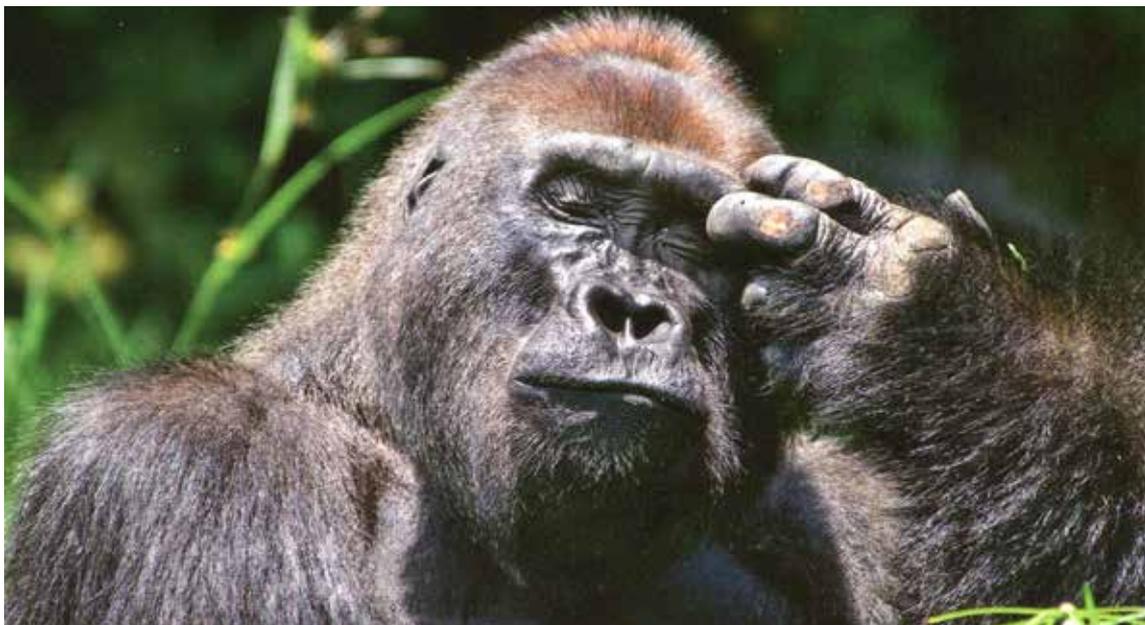
Some actions are under way and deserve to be mentioned, such as the environmental, social and strategic assessment process for development projects in and around the DFR, the business plan to reconcile conservation and sustainable development on the site, the conduct of an inventory of traditional management systems, specific studies on certain endangered species.

These efforts will certainly enable Cameroon in the long run, with the support of development partners, to find adequate mechanisms stemming from its national development strategy with the corollary of the effective implementation of the 2015 policy, the aspirations of the AU Agenda 2063 and the SDGs.

The PADID-Dja programme: a fully funded Government project

Fully financed by the State of Cameroon, the Integrated Planning and Development Programme of the Dja Mining Loop (PADI-Dja), around the DFR, is made up of five (5) sub-programmes, including road and transport infrastructures, of which five (5) projects are being implemented; urban planning in eleven (11) communes; rural electrification in three (03) communes; telecommunications infrastructures in eleven (11) communes and socio-collective facilities of which eight (8) projects are being implemented. Within the implementation framework of this project, studies have been carried out to ensure that environmental and biodiversity management issues are taken into account so as not to encroach on the integrity of the Dja Faunal Reserve. Nevertheless, the Somalomo-Bengbis section is on the periphery of the DFR and risks encroaching on the migration corridors of the large fauna.

With a view to preserving this property, an inter-ministerial committee has been set up to safeguard the Dja in line with sustainable development, bringing together the players involved in and around the site. In a broader context, the Dja Stakeholders' Forum aims to reflect on planning, engagement and collaboration between the actors of the DFR in considering the implementation of activities that maintain the equilibrium between man and nature. Increasingly, including at the highest level, efforts are being made not to accept new projects in the vicinity of the property that could undermine the integrity of the property and compromise progress in its management on the one hand. On the other hand, actions are taken to take into account the well-being of the communities living around the property.



The CAWHFI project



Funded by the European Union, the Central Africa World Heritage Forest Initiative (CAWHFI) project, launched in June 2016 for its second phase, has the overall vision of contributing to the emergence of a cross-border network of outstanding protected areas and World Heritage sites whose integrity is maintained in Central Africa, given the role and particularity of the Congo Basin forests in climate regulation.

The implementation of these activities contributes to the improvement of the living conditions of communities, the protection of biological and cultural diversity and above all, to reconciling conservation and sustainable development. Overall, some of the activities carried out include promoting the World Heritage Convention, strengthening the monitoring and management of the sites concerned by the project, reinforcing the synergy between site managers and strengthening of communication and the visibility of the project. Through this programme, which funds the technical support of development partners, such as the Zoological Society of London (ZSL) and the African Wildlife Foundation (AWF), conservation activities and field actions are carried out within formal frameworks of collaboration between the different partners and the communities concerned.

In order to facilitate these conservation efforts, emphasis is placed on a programme to strengthen the capacities and multifaceted livelihoods of riparian and indigenous communities and their involvement in related programmes. These are structured around collective focus groups on conservation issues and the mobilisation of savings and credit through village associations. Alternatives to poaching and deforestation are implemented through the introduction of income-generating activities decided in a participatory manner, such as the rearing of small livestock, fish farming, subsistence agriculture, the collection and valorisation of Non-Timber Forest Products (NTFPs), fish smoking and the sale of fish farming products.

A recent example is the implementation of the Environmental Social Management Plan of the South Hevea Cameroon Plantation in line with relevant Cameroonian legislation on the subject, which integrates the corrective measures prescribed by the CAWHFI-UNESCO consultancy mission. One can however note the incentive measures adopted to promote rubber cultivation in the village (100,731 plants distributed), the conservation of 13,000 ha within the concession as High Conservation Value Sites where scattered wildlife is driven back, the regular supply of 03 staff shops, the constant sensitisation of staff and local populations through media on the statutes of the Dja Faunal Reserve and the establishment of a binding regulation for staff with regard to poaching.

SWOT Analysis Of Sustainable Development Approaches

1. Strengths

- Implementation of multiple initiatives to safeguard the sites in a sustainable development perspective;
- Government's commitment and political will;
- Widespread awareness of the need to reconcile conservation and sustainable development
- Existence of the CAWHFI project and government funding ;
- Significant progress in certain areas: biodiversity studies, inventory of traditional know-how, SESA;
- Consideration of cultural aspects in natural sites ;
- Improvement of the living conditions of local communities ;
- Consideration of sites of great importance in the RSSLMD ;
- Involvement of indigenous and riparian communities at a decision-making level;
- Implementation of multiple income- generating activities .

2. Opportunities

- Integrate more strategically the notion of sustainable development into conservation
- Invest smarter ;
- Strengthen the resilience of communities to cultural and natural heritage risks;
- Make greater use of synergies and pool knowledge and resources together;
- Share experiences with other African State Parties to the 1972 Convention;
- Establish a national World Heritage Committee ;
- Set up an information sharing or alert system that can inform those in charge of World Heritage sites about actions that could threaten the universal value of a property in their country;
- Put in place mechanisms for the transmission of the knowledge acquired during capacity building initiatives, with a view to making it sustainable for better management and conservation of World Heritage;
- Set up a dynamic platform of African experts to share difficulties, tips and good practices related to the preparation of dossiers and the protection and management of sites;
- Produce capitalisation documents in the form of brochures for example, to perpetuate training take-aways and share experiences and best practices.

3. Weaknesses

- Lack of a shared vision ;
- Dispersed approaches: lack of an appropriate strategy ;
- Lack of coherence and coordination in actions ;
- Lack of legibility and visibility internally and externally ;
- Communication not very effective ;
- Lack of appropriate financial resources by the State ;
- Knowledge gap between stakeholders' understanding of World Heritage and sustainable development ;
- Lack of awareness among stakeholders of the challenges and instruments of sustainable development in relation to World Heritage;
- Insufficient coordination and decision making ;
- Low involvement of communities in decision-making.

4. Threats

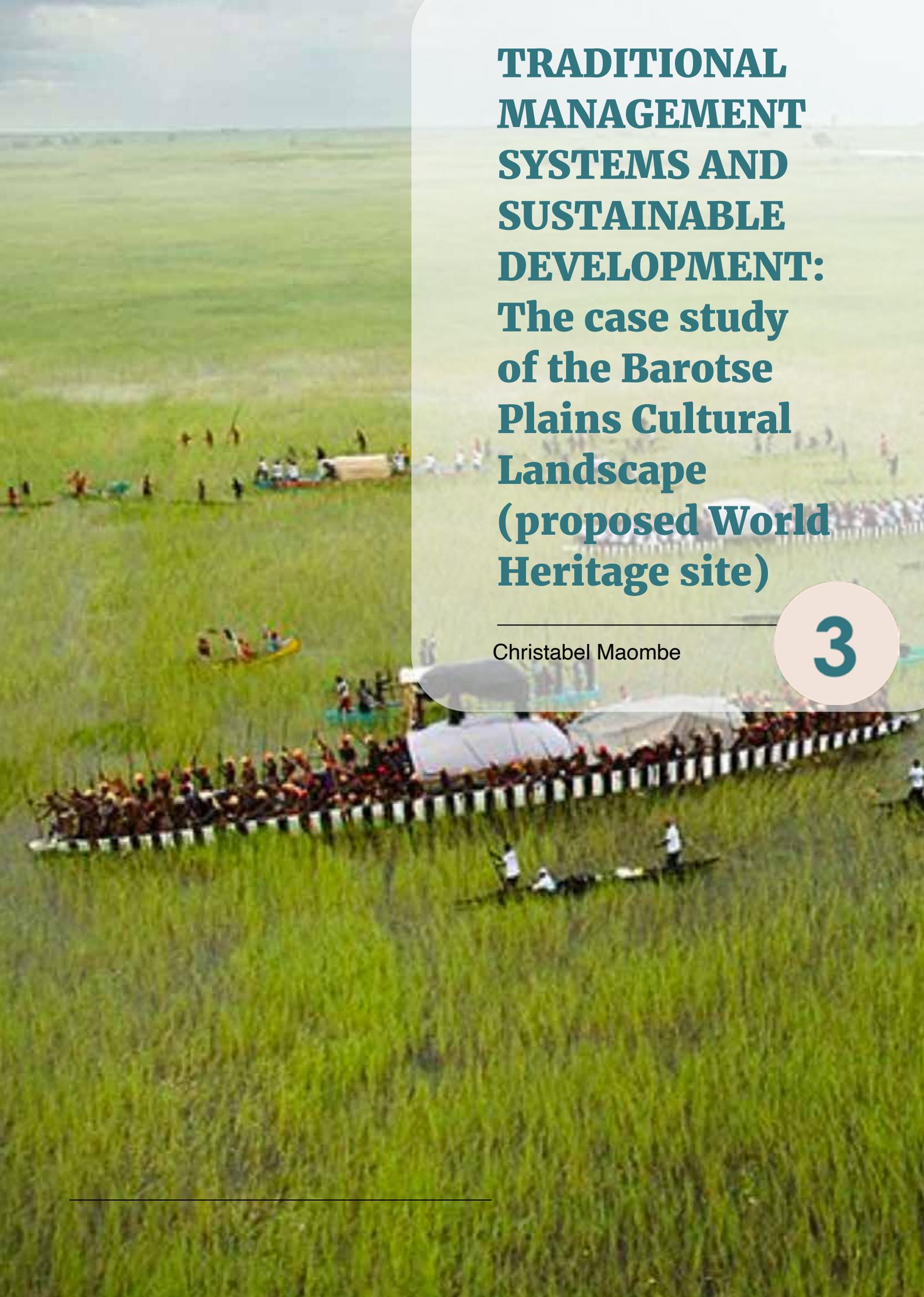
- Fluctuation of the strategic orientation according political realities of the moment
- Decrease in financial resources: cash flow tensions ;
- Instrumentalisation of sustainable development: over-emphasis on small actions without a basic strategy;
- Over-focus on the economic pillar of the Agenda 21 to the detriment of the other two ecological and societal pillars;
- Achievement of the Exceptional Universal Value of goods ;
- Loss of integrity and authenticity ;
- Loss of momentum and risk of lagging behind compared to the progress achieved by other committed African states.

Conclusion

At the end of this reflection, the interest for Africa in general and for Cameroon in particular to align conservation and sustainable development objectives implies the effective and concrete implementation of the agreements signed and commitments made by the States Parties, by effectively taking into account the realities specific to each environment and the nature of the projects in and around World Heritage properties. Such projects must be planned, subjected to appropriate studies and have the necessary funding for their implementation. The 2015 policy strategies, the AU Agenda 2063 and the SDGs are adequate roadmaps that governments should take ownership of in a concrete manner in order to frame multifaceted actions at World Heritage sites in a context of sustainable development. These strategies can only be applied if national systems are responsive enough to prioritise the conservation of cultural and natural wealth for present and future generations.

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**TRADITIONAL
MANAGEMENT
SYSTEMS AND
SUSTAINABLE
DEVELOPMENT:
The case study
of the Barotse
Plains Cultural
Landscape
(proposed World
Heritage site)**

Christabel Maombe

3



Abstract

Traditional Management Systems (TMS), informed by indigenous knowledge and associated practices, are key in the conservation of both cultural and natural resources in many communities. Myths, taboos, and traditional belief systems have created strong laws which have helped in preserving and promoting the sustainable use of such resources. However, in recent times, heritage conservation has increasingly become a contentious subject in many developing nations due to development projects causing the destruction of cultural and natural heritage sites. Therefore, integrating traditional knowledge systems and practices with the emerging World Heritage Convention and Guidelines (promoting good practices

in heritage conservation management) is key in balancing conservation and sustainable development. It is through this integration that conservation can incorporate sustainability and at the same time maintain the tangible and intangible values of the communities. To explore this integration of conservation and heritage, the Barotse Plains Cultural Landscape in the Western Province of Zambia will be presented as a case study. The Barotse Plains Cultural Landscape is currently included on the Tentative List of Zambia and is being proposed for inscription as a World Heritage Site. Socio-economic activities of local communities taking place within its boundaries revolve around the unique opportunities provided by the physical environment of the area.

Keywords: *Traditional Management Systems, cultural landscape, Sustainable Development, World Heritage, conservation*



Introduction

The Barotse Plains Cultural Landscape (BPCL) is a vast expanse of land occupying nearly half of the Western Province of Zambia, and is home to the Lozi people. Annual flooding of the plain leaves behind fertile soils, which present opportunities for various economic activities such as fishing, crop farming and livestock keeping. Furthermore, the plain and its floods are home to the long-standing tradition of the Kuomboka Ceremony, a cultural event with economic trickle-down from its status as a tourist attraction. The BPCL was included on the Tentative List in 2008 by Zambia as State Party. The National Heritage Conservation Commission (NHCC), a body formed by an Act of Parliament to conserve and manage the country's cultural and natural heritage resources, led this process. Following the listing, the NHCC spearheaded the nomination process of the site as a World Heritage Site. Consultations were held with various stakeholders, and in 2013 the first attempt was made to have the BPCL inscribed as a World Heritage Site by UNESCO. However, the ICOMOS Evaluation Mission observed that more work was required, and the site received a referral.

According to the Operational Guidelines for the implementation of the World Heritage Convention for 2005, a cultural landscape is a “cultural property that represents the combined works of nature and man”, i.e. a manifestation of both human activities and natural processes. The proposed BPCL World Heritage Site is an example of a landscape resulting from interaction between humans and the environment in the face of the constraints and opportunities presented by the flooding of the plains.

This is manifested in a number of features, which include:

- interlinking canals, which have been used since time immemorial as a means of transportation, land drainage, flood control, and agricultural activities by the people of the plains.
- the Barotse wetlands, believed to be the second largest wetland area in Zambia, and part of the Ramsar sites as well as the Liuwa National Park are part of the BPCL.
- the mounds, both natural anthill (Mazulu) and man-made (Liuba). The process of piling up soil over the centuries to form the Liuba increased the area available for settlement, agriculture, and royal burial grounds.
- the royal graves, which play an important role in the historical, traditional, and spiritual lives of the Lozi people. There are about 22 royal graves scattered across the plains, each situated at the centre of a mound, in an area selected by the King before his passing on, and with special trees planted around the grave. The graves are considered major spiritual centres and maintain strong links between the people and their ancestors. They are sacred sites where various religious festivals and rituals are conducted on different occasions. For example, they act as places of offering where the dead are appealed to as guardians of lineages, or during the installation of a new King, who visits all the royal graves on the plains to seek the ancestors' acceptance.

Another important resource related to Kingship in the BPCL is that of the lagoons associated with the royal burials and located close to the graves. This is where the personal effects of the departed King, together with their barge, are sunk on his death. No economic activities are allowed in these areas. This is due to the belief that the king lives on and carries out his activities on those lagoons.

The landscape is also home to various ceremonies, such as the Kuomboka and Kufuluhela, which are characteristic of the Lozi Kingship. The Kuomboka and Kufuluhela is a tradition of transhumance by which the King (Litunga) moves from one capital to the other, i.e. from the flood plains (Lealui) to higher ground (Limulunga), during the flooding period. It is a pinnacle of cultural symbolism through which the BPCL symbolises the community's physical and spiritual aspirations. The complex royal palaces at Lealui and Limulunga are also a significant part of history of the Lozi people.

Management of the BPCL: Historical Perspectives and the Role of the Lozi People

In the pre-colonial era, and before Conventional Laws were introduced, local communities had TMS and other ways through which they conserved their resources. These were embedded in traditional governance structures, decision making processes, and belief systems. The BPLC has used TMS to conserve their resources. The Lozi people's traditional political system used its indigenous knowledge and cultural ethos to manage both cultural and natural resources on the flood plains. For instance, the Lozi people divided the landscape according to the values it provided. The Liuwa Plains area has been a haven for animal and bird life from as early as the 1600s, and was originally isolated as a hunting ground for the King and as an area for the King's Mafulo (safari camps). In the 1880s, during the leadership of King Lewanika, specific families (such as the Sienge and Likubi families) were assigned to manage the wildlife in that area. In 1974, the Liuwa was declared a National Park by the government, although it was a Traditional Management System which had first identified its resource potential. The cultural and natural values of the area were thus preserved, and the core zone of the site is still largely unaffected by human activities. Many of the key elements of the sites are therefore authentic.

Traditional Management Systems are culturally systematic ways of managing social values that are significant to a society, using acceptable practices and experiences. They are enshrined in sets of rules and regulations governing human practices, ensuring responsible utilisation of resources and harmonious co-existence. Traditional beliefs, taboos, and rituals all play a role in the management and conservation of natural resources in the country (Sarfo-Mensah and Oduro:2007) As observed by Tetira (2000), taboos have been used to maintain values and respect for human life. As in other parts of Africa, traditional natural resource management in the BPCL is shaped around local rules and regulations. These rules and regulations are most often enshrined in religious or cultural beliefs and superstitions and enforced by prohibitions called mila which are essentially taboos. For example, the Lozi TMS used taboos and beliefs which encouraged sensitivity

on how best to harvest natural resources. It was considered anathema to harvest fish and wood without official clearance in the traditional system. Certain forests were said to harbour ancestral spirits, which could cause trouble for those who defied the taboo, or to the entire community. People therefore had a strong aversion to indiscriminate and undue harvesting of resources such as trees, fish, and grass. The aim was to appropriately harvest and collectively share resources sustainably. Continued use of the strong cultural beliefs that deter unscrupulous behaviour towards nature conservation has been encouraged, together with the traditional harvesting and exploitation of resources to avoid their depletion.

The strong traditional governance system that exists in the Lozi Kingdom has been key to the conservation of the BPCL because of its deep entrenchment in their TMS. Through this governance, conservation systems are passed from one generation to the next. The King (Litunga) and his Indunas (headmen) have so much authority over their people that it becomes easy to maintain their cultural values. Another factor that has helped in conserving these resources is the pride that the Lozi people have in their cultural identity, and the fact that their traditional life persists undiluted.

Another important aspect of the BPCL is that traditional custodians are loyal and committed to carrying out various services for free. For example, there is a tradition

of voluntary clearing and dredging of the canals. In some cases, community initiatives target canals in order to mitigate negative impacts such as poor irrigation, which affect their livelihoods. The local communities are also able to work on these projects together with government institutions, such as the Department of Fisheries. Furthermore, Non-Governmental Organisations such as Oxfam, Pilot Project for Climate Change, Concern World International, and World Fish have also been involved in ensuring that the canals are managed to improve irrigation and crop yield. Some of these organisations have developed capacity for canal maintenance mainly to ensure that they have access to the communities they work with along the canals.



Conventional Laws and Statutory Instruments came in to strengthen the existing traditional laws embedded in traditional structures and beliefs. Conventional Laws were introduced in the BPCL by the Zambian government, on independence in 1964. What used to be Barotseland had been joined with Northern Rhodesia to form Zambia as a new State. The people of Barotseland had to adopt these new laws and ways of managing resources through government departments. For example, the NHCC Act Chapter 173 of the Laws of Zambia enacted in 1989 (formally the National Monuments and Relics Acts of 1947), came into effect at the BPCL after it was declared a National Monument in 2008. Through various departments, the Government of Zambia has encouraged strong collaboration with the Traditionalists, and with institutions such as the NHCC and World Wide Fund, who have signed a Memorandum of Understanding on the conservation of the Liuwa Plains National Park.

The BPCL is a vast area with many resources, managed by different private institutions and government departments. This means that the legal protection of the property is enforced by the existence of a strong Traditional Management System and various pieces of legislation, including the Environmental Management Act, which enforces the principle of conducting impact assessments before any major development is undertaken; and the NHCC, which is responsible for the management of key cultural landscape elements in consultation with the Barotse Royal Establishment. The Act of the NHCC also stipulates that any object or place of heritage significance should not be obstructed or destroyed, a principle that gives further protection to heritage resources.

The sustainable utilisation of resources in the BPCL is of utmost importance in the sense that the socio-economic lives of the majority of the population depend on a mixed livelihood strategy, combining crop farming, livestock keeping, fishing, and other natural resource exploitation. The plains have a rural economy that is mostly subsistence-oriented, with the Kuomboka as the main traditional ceremony in the area.

Weaknesses

The multiplicity of laws affecting the area is one of the challenges faced by the BPCL. Although these laws are intended to complement each other, there are instances where they conflict. According to records at the Geographical Survey of Zambia, the region in question is believed to contain huge deposits of petroleum and gas, which can be exploited under the Mines and Minerals Act of 2015. This means that oil extraction and mining will potentially affect this area in the future, in contravention of the NHCC Act and the UNESCO restrictions on mining and exploration at World Heritage Sites.

The issue of poverty is also critical. Regardless of its riches in both cultural and natural resources, Zambia is still among the poorest nations in the world, with the Western Province the poorest province in the country. Given the cultural heritage resources present in Zambia and in the Western Province in particular, there is a need to conserve and preserve them in line with the requirements of the 1972 World Heritage Convention, while on the other hand, the government is also interested in bringing about socio-economic development. Zambia has been trying to list the BPCL as a World Heritage Site for some time, but has

experienced challenges due to a failure to meet some of the requirements. According to the Convention, States Parties are supposed to ensure that there is minimal or no development in and around sites on the World Heritage List. The entire BPCL site, covering approximately 7966 km² of land and a buffer of about 59,168 km² (Nomination Dossier:2013), is the area which, according to UNESCO, is supposed to be conserved. However, the government also feels that the region must be developed in order to raise the living standards of the local community. Development on the plain has until recently been restricted to the colonial era canals connecting a small harbour at Mongu to the Zambezi River. However, factors such as population growth, mining exploration, and agriculture activities are now having an effect on the site. In 2002, in order to ease the transportation problems experienced in the area, the government began construction of a 46km causeway through the centre of the floodplain, intended to take a paved highway from Mongu to Kalabo District. This project was abandoned after seasonal flood waters washed away large sections of the road. However, a new road design which took into consideration the cultural values and the hydrological concerns of the landscape was developed and constructed. In terms of mining explorations, the landscape has been segmented into exploration blocks for oil and gas. However, it is a legal requirement that such developments be preceded by Environmental Impact Assessments. Another concern is the demand for agricultural land: there has been an increase in the number of rice fields in the landscape. Furthermore, the government has upgraded some of the areas to district level, which means that there has been a demand for basic amenities that will allow such places to meet the requirements of a municipality.

Another factor to consider is the erosion of traditional beliefs that has threatened the survival of some of these resources. Sarfo-Mensah and Oduro (2007) argue that the breakdown of beliefs protecting these areas can be attributed to the adoption of western-style of education and religion, to the immigration of people who may have no respect for local traditions, and to a lack of modern legislation to reinforce traditional rules.



Opportunities for Addressing the Identified Weaknesses

In order to address the various weaknesses that have been identified, there is a need for concerted effort from all stakeholders in the management of the site. The government should take advantage of the vast indigenous knowledge exhibited by these stakeholders and make it mainstream, including all its best practices in the contemporary/conventional management system as well as in development plans and projects.

Indigenous knowledge is important in addressing challenges that are faced in the many ecosystems inhabited by the different communities. This can be attributed to the fact that indigenous people are able to interpret and react to environmental changes in creative ways, drawing on their knowledge to find solutions which may help wider society to cope with changes in their environment. This knowledge has been the basis for agriculture, food preparation, health care, education, conservation, weather forecasting, and a wide range of other activities that sustain societies in many parts of the world occupied by indigenous people. Indigenous people have deep knowledge on sustainable living which can enhance sustainable development (Banda et al., 2016).

Most of the cultural and natural sites currently protected have developed over time through prolonged interaction between humans and the environment, and thus demonstrate how biological and cultural attributes interact with and affect one another in complex ways, in a sort of co-evolutionary process.

Threats to the Opportunities

As indicated earlier, Traditional Management Systems and indigenous knowledge are based on the belief systems of the individual communities that generate and practice them. The continuity of these practices is under threat due to the introduction of conventional conservation methods, as well as the introduction of modern religion, which considers some of the traditional practices and beliefs to be demonic, superstitious, and primitive. Knowledge erosion is a threat, as it becomes difficult to conserve that which we do not know about. Conserving biodiversity without conserving associated knowledge systems is only a short-term sustainability solution, as future generations will not benefit from the centuries of experimentation and knowledge accumulation by indigenous peoples. Indeed, most advances made in the discovery of new drugs from medicinal plants have been the product of indigenous knowledge.

Another threat is the dynamism of culture. Culture is not static, but instead constantly changes over time due to various factors such as cultural diffusions, intrusion of migrants, and/or the modification of behaviour and values within the social system. Such circumstances may lead to a community adopting new cultural traits either consciously or unconsciously, thereby altering the belief systems and associated cultural practices of a particular community.

BPCL, SDGs, and Localising the 2015 Policy, AU Agenda 2063, and National Development Plans

Community Participation

In the recent past, a participatory approach to decision-making that involves indigenous and local communities has been recognised as key in attaining Sustainable Development. As noted by Geleta (2015), effective local co-operation between communities and governmental agencies provides a unique opportunity to achieve the long-term sustainability of conservation activities. TMS and indigenous knowledge are the basis for local decision-making in cultural and natural resource conservation and management. Indigenous knowledge provides the basis for grassroots decision-making, much of which takes place at the community level through indigenous organisations and associations, where problems are identified and solutions are determined (Warren:1992). The community therefore feels part of the decision-making processes and the development activities being undertaken, and is able to defend them when the need arises. Development activities that work with and through indigenous knowledge and organisational structures have some advantages over projects operating outside them.

Community Sensitisation

Safeguarding heritage resources and achieving Sustainable Development depends also on changes in the ideas, attitudes, and behaviour of the people involved. All must become fully aware of their environment and its demands and limits, altering their habits and behaviour accordingly. Therefore, strategies and programmes for sensitising and educating the communities must be developed and implemented at BPCL.

Hence, such challenge requires collective and urgent efforts at local, national, regional and international levels. Effective local participation between communities and governmental agencies provides a unique possibility for achieving long-term sustainability of conservation activities. Hence, such challenge requires collective and urgent efforts at local, national, regional and international levels. Effective local participation between communities and governmental agencies provides a unique possibility for achieving long-term sustainability of conservation activities.

Considering Environmental and Economic Integration

In order to achieve heritage conservation as well as Sustainable Development, it is necessary to ensure that the various economic tools and policies developed in such areas are environmentally conscious in the use of resources. Introduction of policies such as the 'polluter-payer' or 'consumer-payer' approach may be applied equally to producers, consumers, and taxpayers to enable the market to determine the correct overall cost of resource use. The 'polluter pays principle' is meant to ensure that whoever is responsible for causing damage to the environment bears the costs associated with it (Cordato:2001). If polluters or those who cause damage to the environment are made to bear the costs of their activities, economic efficiency is enhanced, and the protection of the environment is facilitated without sacrificing the efficiency of a free-market economic system.

Conclusion

Integrating cultural factors, such as traditional knowledge systems and sustainable practices used before the introduction of the UNESCO best practices in heritage conservation management, is key in balancing heritage conservation and Sustainable Development. Traditional knowledge is a critical factor for Sustainable Development, and the empowerment of local communities is a prerequisite for the integration of indigenous knowledge into the development process. It is through this integration that conservation can be sustainable while maintaining the tangible and intangible values of the communities, as the indigenous people possess deep knowledge on living sustainably to enhance Sustainable Development.

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4

**OPPORTUNITIES
AND CHALLENGES
IN IMPLEMENTING
THE 2015 WORLD
HERITAGE POLICY
ON SUSTAINABLE
DEVELOPMENT:
The cases of the
Okavango Delta
and Tsodilo Hills
World Heritage sites,
Botswana.**

Gertrude Mamotse Matswiri



Abstract

The concept of Sustainable Development (SD) has been widely used by States Parties in areas of broader development, including in the field of (natural and cultural) heritage resource management. The adoption of the 2015 World Heritage Policy on Sustainable Development by State Parties at the 1972 World Heritage Convention reinforced the implementation of the SD framework at World Heritage Sites. This paper seeks to

explore how the State Party of Botswana is aligning with this Policy at the Okavango Delta and Tsodilo Hills World Heritage Sites. The Community Based Natural Resources Management Programme (CB-NRM) approach to sustainable tourism used at these two sites is discussed. While Botswana has embraced an SD approach, there is still an opportunity to consolidate it by localising the 2015 Sustainable Development Policy on World Heritage.

Introduction

Botswana has broadly embraced the Sustainable Development (SD) approach, centred on its four dimensions of sustainable environment; economic growth; social justice; and security and peace (UN, 1992). These dimensions have provided a framework for implementing sustainable national development goals. In Botswana, SD has been applied across broader development initiatives including extractive industries, agriculture, infrastructure development, water management, and development planning processes. In Botswana's heritage sector, the SD approach has been augmented with the adoption of the 2015 World Heritage Policy on Sustainable Development. This Policy is important in safeguarding the process of "identifying, protecting, conserving, presenting and transmitting to present and future generations irreplaceable cultural and natural heritage properties of Outstanding Universal Value (OUV)" while allowing the World Heritage Convention to "significantly contribute to sustainable development and wellbeing of people" (UNESCO, 2015). The Policy strengthens the application of the four dimensions of SD and guides their careful integration into conservation and management systems at World Heritage Sites (UNESCO, 2015).

The management systems of the Okavango Delta and Tsodilo Hills World Heritage Sites aim to promote a balance between conservation and Sustainable Development for the well-being of society. This is demonstrated in their conservation and management plans, and through development and community-based programmes implemented at the two sites. This paper critically evaluates whether Sustainable Development is being realised at the two sites through the application of the 2015 World Heritage Policy on Sustainable Development. In order to fully understand the opportunities and challenges of implementing this Policy, we must first understand the wider context of tourism development and its management in Botswana.

Sustainable Development in Botswana

The overall development framework encouraged in Botswana is anchored on Sustainable Development and its four dimensions. The development of the country's National Vision 2036 (2017-2036), National Development Plan 11 (2017-2023), and the associated District and Urban Development Plans, was a lengthy, stakeholder-driven process. It ensured that these key documents are aligned with the Sustainable Development Goals (SDGs). Both Vision 2036 and NDP 11 were formulated while the SDGs were being finalised by the United Nations, giving Botswana an opportunity to embrace them at the planning stage. Under the guidance of Statistics Botswana (the national statistics office), Botswana mapped all relevant and measurable SDG indicators, and integrated them into Vision 2036, NDP 11, and Agenda 2063 (African Union Commission 2015). This demonstrates that a country can domesticate and integrate SD dimensions, the 2015 Policy, and the SDGs at a national level. Botswana recognised the SDGs, in particular Goal 11.4, as relevant to its national Sustainable Development agenda. This goal supports efforts to protect and safeguard World Heritage. In addition, NDP 11 recognises the role of natural resources in meeting the needs of society, encouraging conservation. For instance, during the National Development Plan 10 (NDP10) period 2009-2016, the inscription of the Okavango Delta as a World Heritage Site was expected to contribute to the growth of the tourism sector and to improve livelihoods for the communities residing in the Delta, thereby supporting the domestic economy (Ministry of Finance & Economic Development, NDP 11, 2017).

Botswana acknowledges how natural and cultural resources contribute to community livelihoods and economic development at a national level. This has led the government to make significant efforts in protecting and conserving the environment, for instance through the “Monuments Development Programme, 100 Monuments Programme” targeting the development of heritage sites for sustainable tourism and community livelihoods. This initiative began in 2008, providing access to heritage sites and therefore diversifying the tourism product, creating opportunities for local communities to generate income and employment for the youths who are custodians of the sites. As a result, approximately 28% of the land surface of Botswana has been set aside for conservation, and two sites (Okavango Delta and Tsodilo Hills) have been listed as World Heritage Sites (Government of Botswana, Vision 2036, 2017: 8).



Tourism Development in Botswana

Tourism development in Botswana, particularly in the north-west of the country, is based on the “dependency paradigm”, which explains the development of enclave tourism in destination areas such as the Okavango Delta (Mbaiwa, 2005:159). The dependency paradigm gained currency when it became apparent that tourism did not necessarily act as a stimulator of development (Mbaiwa, 2005:159). The multiplier effects of tourism in developing countries are considerably less than expected, while the international orientation and organisation of mass tourism requires high levels of financial investment (Mbaiwa, 2005:159). Tourism therefore has a high dependency on foreign capital, skills, and management personnel (Mbaiwa, 2005:159).

From a physical, commercial, and socio-psychological perspective, tourism development can be considered an enclave industry (Mbaiwa, 2005:159). Enclave tourism can be defined as tourism that is concentrated in remote areas in which the type of facilities and their physical location fail to take into consideration the needs and wishes of the surrounding



communities (Mbaiwa, 2005:159). Tourists’ arrival points in the peripheral economy are typically the primary urban centres. They are then transported from international airports to hotels, lodges, and resorts. The organisation of transport, tours, and accommodation during their stay is confined largely to formal tourism companies. Tourists travel between resort clusters and return to the primary urban centres for departure. Goods and services available to these tourists are often beyond the financial means of the local communities and any foreign currency generated may have only a slight effect upon the local economy. Tourists often have minimal contact with local communities.

The Okavango Delta World Heritage Site

The Okavango Delta was inscribed on the World Heritage List in June 2014. It is located in the north-west of Botswana, in the Ngamiland District, and forms part of the Okavango River Basin, which also extends into Angola and Namibia. The Delta itself comprises the lower reaches of the 1500km long Okavango River, which originates in the Angolan highlands as two rivers, the Cuito and the Cubango. It then flows briefly south-eastwards before entering Botswana. The Outstanding Universal Value of the Okavango Delta (criteria vii, ix, and x) is based on its natural beauty, and on its hydrological, geomorphological, and ecological processes that provide a habitat for a variety of plants and animals, including endangered and threatened species. The Okavango Delta is the only inland delta south of equator, and is the only inland delta anywhere that floods in the dry season. It is also one of very few natural inland delta or alluvial systems whose waters never reach the sea. Instead, its waters drain into the sands of the Kalahari Basin and

into the extensive Makgadikgadi Salt Pans. Formed by the earth's geological processes and forces, the Delta bursts into a green wonderland during the harsh, dry, and dusty winter season (Department of National Museum & Monuments, 2013) These distinctive characteristics of the Okavango Delta are the reason for it being one of the most sought-after tourism destinations in the world.

Photographic tourism draws a great number of visitors, who stay in a variety of accommodation types and participate in a many different tourism activities in the Okavango Delta (Mbaiwa, 2005). These activities include vehicle and aircraft viewing, mokoro (canoe) game viewing, guided game viewing walks, and bird watching. The tourists visiting Moremi Game Reserve (located in the heart of the Delta), come mainly from Europe, North America, New Zealand, Australia, and South Africa (Mbaiwa, 2005). The high spending of photographic and safari tourists visiting the Okavango Delta shows that tourism demand in the area is mainly focused on international tourists from developed countries. Hence, government and safari companies operating in the Okavango Delta market its tourism opportunities mostly in developed countries (Mbaiwa, 2005: 161). Such a dependency on international tourists often leads to the neglect of domestic tourism, as is indeed the case for the Okavango Delta (Mbaiwa, 2005:161).

The development of enclave tourism in the Okavango Delta resulted in the government promoting low volume, high value tourism, which was meant to protect the integrity of the Delta. This has encouraged a sustainable environment approach, as a limited number of developments are allowed in the Delta, and strict environmental measures have been put in place, such as Environmental Management Plans, Strategic Environmental Assessments (SEA), and Environmental Impact Assessments (EIAs), to manage the impact of the tourism developments on natural resources. This is closely monitored by the different government departments through their respective legislations and is coordinated by the Department of Environmental Affairs.

Social equity, amongst other concerns such as inclusive social development, advocates fairness and equal access to resources by all users. It aims to ensure equity in the distribution of costs, benefits, decision-making, and management, in order to eradicate poverty (Mbaiwa, 2005)). In the case of the Okavango Delta, social equity should represent a situation where all individuals have the same opportunity to be actively involved in, benefit from, make decisions about, and manage natural resources for tourism development (Mbaiwa, 2005:159). However, the promotion of enclave tourism and high value, low volume tourism has resulted in very few local communities and citizens participating in the tourism industry. Most local communities and citizens cannot raise the capital needed to establish such tourism ventures. The other challenge is that local communities and citizens lack access to land in the Delta. This is because current private sector tenants operating most of the tourism businesses in the Delta have a land lease of 30 years. The government has not provided financial assistance to local communities and citizens specifically for investment in tourism businesses, and financial assistance schemes such as the Citizen Entrepreneurial Development Agency (CEDA) require applicants to have established access to land.

Regarding economic sustainability, which implies meeting the needs of everyone through the use of natural resources, it should be noted that it is possible to have a booming tourism

industry while the majority of the local people live in poverty. The booming industry in the Okavango Delta should be assessed to determine its effectiveness in promoting rural development, its contribution to poverty alleviation, and how equitably tourism benefits are distributed among stakeholders, particularly local people (Mbaiwa, 2005: 159). It should be noted that the north-west region where the two World Heritage Sites are located, which is the centre of tourism in the country, is regarded as one of the poorest districts in Botswana.

The Community Based Natural Resources Management Programme (CBNRM), which was introduced as a way of driving rural development and therefore alleviating poverty, has faced many challenges and has not yet successfully achieved its goal. The CBNRM is based on the principle that conservation and management of natural resources can be best achieved with full participation and ownership by local communities, who then derive economic benefits. Although the CBNRM was initially focused mainly on wildlife, it has since expanded to include cultural and natural resources such as forests and veld products. In order to achieve the sustainable utilisation of the heritage resources, Botswana has been divided into Wildlife Management Areas (WMAs) and subdivided into concession areas (see Figure 1). These are utilised by the private sector and local communities for tourism development, either in partnership with each other or independently. To ensure full participation and ownership, local communities manage and utilise concession areas. However, this does not give communities full participation in management of World Heritage Sites such as the Okavango Delta and Tsodilo Hills, which are managed by the Ministry of Environment, Natural Resources Conservation and Tourism. Of the 24 registered Community Based Organisations (CBOs) in the north-west region, very few have managed to invest in tourism development and create employment for local communities.

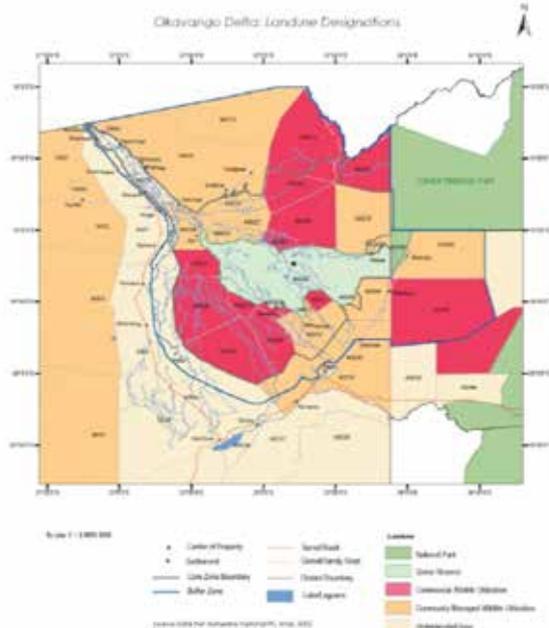


Figure 1: Land use at the Okavango Delta World Heritage Site (Source, Department of National Museum & Monuments, 2013).

Despite the challenges in its implementation, the CBNRM approach is the right one for facilitating Sustainable Development approaches at World Heritage Sites in Botswana, particularly the 2015 World Heritage Policy on Sustainable Development. The CBNRM policy promotes a balanced approach between conservation and Sustainable Development for the wellbeing of society. It ensures that local communities engage in the conservation and management of their natural and cultural resources through the management of concession areas and heritage sites, deriving benefits through their Community Based Organisations (CBOs). If properly implemented, it could address the shortcomings of enclave tourism, which resulted in very few local communities and citizens participating in the tourism industry.

The management and sustainable utilisation of resources in the Okavango Delta are guided by several planning documents and approaches at national and regional level. These include the Okavango Delta Management Plan, which guides the conservation, management, and utilisation of the Okavango Delta and its resources; the Community Based Natural Resources Management Programme, which allows communities to derive economic benefits from the site, as well as be involved in its governance and management; and the Community Based Organisations (CBOs) concession programme, which regulates

concession areas and tourism activities, such as running campsites, lodges, game drives, boat drives, and providing guiding services. These community-driven tourism activities have created jobs and provided income for the local community. Income generated from these activities is invested in providing services, such as housing for the elderly and underprivileged members of the community, water reticulation, and educational grants for the youth. Community Based Organisations have also entered into joint partnership with the private sector: they have leased their concession areas to the private sector, who pay royalties to them and also employ local communities in lodges and other tourism activities. Similarly, Commercial Wildlife utilisation concession areas, leased to the private sector by the land authority, run tourism businesses such as lodges or camps as well as game and boat drives. These lodges have created employment for the local communities and other young Batswana, and also contribute to the national economy by paying royalties and tourism license fees to the government.

Tourism in the Okavango Delta is the most important contributor to the country's GDP, after that of mining. The CBNRM initiatives in the Okavango Delta contribute to realising the SDGs and the four dimensions of SD.



The Tsodilo Hills World Heritage Site



Tsodilo Hills, inscribed on the World Heritage List in 2001, is located in north-west Botswana near the Namibian Border in the Okavango sub-district. The site is a small area of massive quartzite rock formations that rise from ancient sand dunes to the east, and a dry lake-bed to the west in the Kalahari Desert. The hills have provided shelter and other resources to people for over 100,000 years. The site was inscribed under the category of cultural landscape using criterion (i), illustrating that for thousands of years the rocky outcrops of Tsodilo in the harsh landscape of the Kalahari desert have been visited and settled by humans, who have left rich traces of their presence in the form of outstanding rock art; criterion (iii), demonstrating that the site has witnessed successive human communities settling in the area for millennia; and criterion (vi), illustrating that the hills, outcrops, and caves at Tsodilo have immense symbolic and religious significance for the human communities who continue to survive in this hostile environment. Overall, the Tsodilo Hills World Heritage Site has a

remarkable record of human settlement in its archaeology, its rock art, and its continuing intangible traditions, reflecting the development of human culture and of symbiotic nature/human relationships over many thousands of years. The local communities revere Tsodilo as a place of worship and as a home for ancestral spirits. Its watering holes, caves, and hills are revered as a sacred cultural landscape by the Hambukushu and San communities. Due to its national symbolic and sacred importance it receives a lot of domestic tourists compared to the Okavango Delta which receives more international tourists.

The Tsodilo Hills Core Area Plan of 2010 and the Tsodilo Integrated Management Plan of 2007 have been the guiding frameworks for both conservation and Sustainable Development at the site. The Integrated Management Plan, currently being reviewed, provided a framework for implementing the Community Development Initiative Project (CDIP). The CDIP sought to implement community-driven sustainable tourism development initiatives, and expected to improve the livelihoods of

local communities while ensuring that they were an integral part of site management processes. Starting in 2010 and ending in 2015, it was a partnership between the government, the local community, Non-Governmental Organisations (Trust for Okavango Cultural and Development Initiative, TOCaDI), and the private sector (Diamond Trust). The CDIP was able to develop tourism infrastructure such as campsites, a gatehouse, a craft centre, water reticulation for the village, and the drilling of boreholes for livestock. The project also focused on capacity-building for Tsodilo youth, with an emphasis on hospitality, tourism, and guiding courses. The capacity-building targeted community guides and board members of the Tsodilo

Community Development Trust (TCDT). The TCDT now derives revenue from campsites and site entrance fees on behalf of the local community, and the youth have benefitted by working as community guides. Some of the youth trained through the project are now being employed at the mainstream tourism facilities in and around Maun. The CDIP which was based on the CBNRM, demonstrated that sustainability can be achieved at World Heritage Sites. It realised inclusive social development, inclusive economic development, and environmental sustainability, making the community part of the governance system at the site. Communities continue to derive economic benefits from the site while also focusing on its conservation and protection.

In order to sustain the CDIP, the community and the National Museum of Botswana in partnership with the United Nations Development Programme (UNDP) now organise an annual event, the Tsodilo Hills Heritage Challenge Walk. This challenge is being implemented under the UNDP Ngamiland Sustainable Land Management Programme. The walk is divided into 15km and 31km challenges around the hills, and both are supported by a cultural night in which groups from Ngamiland provide traditional performances. The objective of the Challenge Walk is to raise awareness of the importance of World Heritage Sites, particularly Tsodilo Hills. It also aims to provide opportunities for the local communities to derive economic benefits from the site. As a result of this initiative, a Fire Management Strategy for the Tsodilo Enclave was developed in partnership with the community. The communities in the seven villages that make the enclave have been trained in Fire Management and provided with equipment and tools for combating veldt fires.



Discussion

These two case studies (the Okavango Delta and Tsodilo Hills World Heritage Sites) demonstrate that the social, economic, political, and development environment prevailing in Botswana is conducive for domesticating the 2015 World Heritage Policy on Sustainable Development at World Heritage Sites. Botswana follows the SD path at a national level, as shown in the country's national vision, national development plans, and district development plans. All these are aligned with the regional and global agenda on SD, including Agenda 2063. The case studies show that promoting tourism development has contributed to environmental sustainability, but at the same time has fallen short in promoting inclusive social and economic development, especially for the benefit of local communities. Where programmes such as the CBNRM programme were introduced, they have not managed to address inequalities and disadvantages brought in by other policies, such as the Tourism Policy that supported enclave tourism. The establishment of institutions such as the Botswana Tourism Organisation in 2006 only exacerbated the situation, further marketing the two sites, particularly the Okavango Delta, to the international community and wooing international investors to encourage their management of more concession areas. During this process, it did very little to invest in domestic tourism: in the Delta, there was no financial assistance for local communities and citizens wishing to invest in tourism development; and there was no effort to diversify the tourism product at iconic cultural sites such as Tsodilo Hills. To date, Tsodilo Hills World Heritage Site lacks the lodges needed to cater for the high number of annual visitors. Instead of addressing these issues, the Botswana Tourism Organisation has encouraged communities to venture into Joint Venture Partnerships with private investors, or to lease their concession to them, which has provided few social or economic benefits. The main barrier to the effective implementation of the World Heritage Convention in Botswana is the lack of a guiding policy, which means that issues relating to World Heritage are haphazardly included in our planning documents.

Conclusion

Successes:

- Sustained conservation of World Heritage Sites supported by local communities and other role-players;
- Created a conducive social, economic, political, and development environment for domesticating the 2015 World Heritage Policy on Sustainable Development due to the long history of SD approaches;
- Local communities are involved in the conservation and management of World Heritage Sites through Community Trusts and Community Based Organisations managing concessions;
- Local communities are deriving multiple socio-economic benefits from World Heritage Sites, though there is room to improve these;
- Partnerships and networking are established among role-players at World Heritage Sites in Botswana.

Opportunities:

- Domesticate the 2015 World Heritage Policy on SD in national heritage laws and policy for World Heritage Sites in Botswana;
- Review site-specific planning documents and strategies and align them with the spirit of SD and the 2015 Policy, taking into consideration the socio-economic needs of the host communities;
- Strengthen SD approaches at the Okavango Delta, given its geographical spread into Angola and Namibia;
- Undertake capacity-building and awareness campaigns on the 2015 Policy for the benefit of all role-players at the sites;
- Establish partnerships with other government departments and institutions of higher learning to promote a balanced approach to conservation and SD in Botswana.

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5

**INDIGENOUS
COMMUNITIES AND
THE SUSTAINABLE
USE OF NATURAL
RESOURCES:
The case of Lake
Malawi National Park
World Heritage site,
Malawi.**

Mc Phillip Rozary Mwithokona



Abstract

Lake Malawi National Park World Heritage Site (LMNPWHS) is inscribed as a natural World Heritage Site with high biodiversity values, including over 800 fish species and the beautiful Miombo woodland on its hilly escarpments. Animals such as baboons, monkeys, klipspringers, and reptiles are also found in the Park. Unlike many other National Parks in Africa, which are often without permanent human occupation, the LMNPWHS has five enclave villages permanently occupied by indigenous communities. These communities live adjacent to the waters of Lake Malawi and the natural forest is part of their livelihood. They survive on fishing and tourism activities. The most populated settlement in the Park is Chembe village. With over 25,000 people, it is one of the biggest

fishing villages in Malawi (Malawi Population and Housing Census Report, 2018). Unfortunately, the aggregated and increasing population of the enclave villages and their fishing and tourism activities have become a threat to the sustainable use of resources at LMNPWHS. This chapter therefore reviews emerging relationships between conservation, population growth, and the use of resources at LMNPWHS. The potential for applying the 2015 World Heritage Policy on Sustainable Development at LMNPWHS is explored, and emphasis is placed on how to achieve sustainable and adaptive reuse of resources at the site. There is a need for effective management strategies that will balance conservation and sustainable use of resources at LMNPWHS.

Key words: *biodiversity, communities, Sustainable Development, resources, conservation*



Introduction

Lake Malawi National Park World Heritage Site (LMNPWHS) is located in the districts of Mangochi and Salima at the southern end of Lake Malawi. It was inscribed on the World Heritage List in 1984 under the category of 'nature' by the United Nations Educational Scientific and Cultural Organization (UNESCO) due to its global importance for biodiversity (fish) conservation. The Lake Malawi National Park (LMNP) had been established in 1980 under the National Parks and Wildlife Act (Cap.66.07) in order to protect Lake Malawi's aquatic ecosystem. LMNP, covering a total area of 94.1 km² (87.1 km² of land and 7.0 km² of water), happens to be the smallest National Park in Malawi.

The diversity of fish species is one of the reasons for declaring this site a National Park as well as for inscribing it as a natural World Heritage Site. The Park was inscribed as a WHS using Criteria (vii), (ix), and (x). It is an area of exceptional natural beauty, and is home to many hundreds of the endemic cichlids fish, known locally as "mbuna". The mbuna are a remarkable result of biological evolution. Due to the isolation of Lake Malawi from other water bodies, its fish have developed impressive adaptive radiation and speciation, and are the outstanding result of local ecological processes.

LMNPWHS is managed by the Department of National Parks and Wildlife (DNPW) using the National Parks and Wildlife Act (reviewed in 2017), the National Parks and Wildlife Policy (reviewed in 2018), and the 1972 World Heritage Convention. DNPW is in the process of developing a management plan for the site. Local communities are already involved in its management, and this has been formalised through a Memorandum of Understanding (MoU) signed by the DNPW and the local communities. Under this MoU, local communities receive 25% of the revenue generated from the site as a benefit for social development. There are five enclave villages within the property, the largest of which is Chembe village, with a population of over 25,000 people.



LMNPWHS and Part of Chembe Enclave Village

The local community of Chembe enclave village is composed of indigenous people, who were encountered by missionaries who visited the area in 1875. At the other four enclave villages of Msaka, Mvunguti, Zambo, and Chizale, there are also immigrants who arrived from the mid-1940s onwards in order to carry out fishing activities. Originally, these four villages were temporary settlements where people could come to fish and would then return to their respective areas, but they became permanent villages before the site was declared as a protected area. All these villages are located beside the lake and within the WHS.

The main activities of the local communities in the enclave villages is fishing, which has been commercialised as it is the main source of community livelihood. Subsistence farming is also conducted at a small scale. At Chembe village, popularly known as Cape Maclear, local communities are also involved in tourism activities. People are employed at private lodges, with some selling curios, vending, and providing other tourism services such as tour guiding. Young men provide guiding and interpretation services to tourists who visit the site. There is a high dependence on WHS natural resources by communities in the enclave village, and its population is growing steadily. However, this growing population may provide an opportunity for sustainable economic growth if the 2015 UNESCO Policy on Sustainable Development can be implemented by the WHS through the promotion of community livelihood in the enclave villages in the WHS. Overall the site contributes to environmental education, research, tourism, and the sustainable social and economic development of the nation, as well as to local community livelihood.



Lake Malawi National Park WHS Map

Threats and Challenges

Human population and socioeconomic context at one of the enclave villages

The population of Chembe village (Cape Maclear) is growing at an alarming rate. In the 1880s, the population was less than 600 (Grenfell, 1993) and by the early 1990s it had risen to 10,000 people (Kumchedwa, 1998). The current census statistics (2018) indicate that the population has now reached 25,000 people. The population growth rate in its district of Mangochi is 3.6% above the national growth rate of 2.9%. (2018 Malawi Population and Housing Census Report, 2019).

Both birth rate and migration are contributing factors. Migrants are attracted by opportunities in the fishing and tourism industries. This growth puts pressure on local resources. For instance, the only local energy source is firewood, which is only available from the National Park. Local communities may collect firewood after acquiring a permit from National Park officials, but it is not always that people collect permit for collection of firewood sometimes they do it illegally. Women can collect dead wood on set days of the week, but they are not allowed to carry a tool for cutting wood, such as an axe or a panga. Increasing demand for wood will have an impact on the sustainable management of local natural resources.

Subsistence activities

The enclave villages have minor variations in their subsistence activities. For example, Mvunguti, Zambo, and Chizale depend almost entirely on fishing. In Msaka, the indigenous communities depend on both fishing and agriculture, while the immigrant population relies entirely on fishing. Chembe village has mixed activities, with most households involved in a combination of farming, fishing, tourism, and other small-scale enterprises. Fishing activities are common to all the enclave villages and are therefore a major source of local income.

Chembe village is one of the main landing points for fishermen in Mangochi district. There is both artisanal fishing (using simple fishing gear, such as a hook and line) and commercial fishing (trawling) at Lake Malawi. The once bountiful fish stock of Lake Malawi, which provided 60–70% of Malawians' animal protein, is now endangered through overfishing (McKaye, 2008). The growing population of Chembe enclave village continues to exert pressure on fish resources and this results to illegal fishing in the protected areas of the property where fish can be easily found.

Innovative and alternative strategies can assist in the conservation of fish resources at this World Heritage Site. Through the United States Agency for International

Development (USAID) Project, the National Park, in collaboration with other partners in the Department of Fisheries, has established Beach Village Committees (BVCs) to contribute to this process of conservation. The BVCs are encouraged to establish fish sanctuaries known as “zilundu” where they can breed and harvest fish. This system is built on the indigenous knowledge and skills of a community found on the eastern shore of the lake. Indigenous knowledge and skills may be able to further assist in the management of resources and tourism development. The communities in the enclave villages should be encouraged to establish more fish sanctuaries, which will increase fish resources as well as protecting other fish in the WHS. Tree planting should also be a priority, as there are currently no alternative sources of energy for the enclave villages.

Sustainable Development Opportunities

Tourism activities

LMNPWHS is a tourist attraction and a renowned destination. The site implements sustainable tourism through proactive management and is thought to receive a total of 7,000 tourists per year (LMNP, 2018). However, the real number may be higher as day visitors are not registered with either the Park or the lodges. Accurate visitor figures must be addressed as a monitoring, planning, and decision-making tool for the site.

Tourism activities contribute to the economic development of the nation and of the communities living in the enclave villages. In general, they have low levels of negative impact on the conservation and management of LMNPWHS, although tourism has caused some social changes among the communities living in the Park. Chilembwe (2014) observed that it has impacted on marriage structures, values, customs, and traditions in addition to changes in dress. Littering is also attributed to high visitation by both foreign and local tourists. However, Chilembwe (2014) has indicated that the benefits of tourism at Chembe village far outstrip its cost.

Many of the tourist activities take place on the lake, where visitors can go kayaking, scuba diving, boating, and swimming. Elsewhere, they can follow a trail to the cultural and historical sites. Tourism creates opportunities for employment, business, infrastructure development, and social life for both tourist and locals it contributes to the socioeconomic development of the country through foreign exchange, levy, and taxes. There is high potential for further tourism activities at the Lake Malawi World Heritage Site, due to its OUVs, which attract many domestic and international arrivals. This can be observed in the increasing number of lodges in and number of foreign visitors to Chembe village. Stakeholders involved in tourism operations are organised into associations such as the Tour Guide Association and the Mangochi Tourism Association.

Using UNESCO funding, LMNPWHS has developed a strategy for promoting tourism

activities, with local communities and tour operators being involved in the development of the plan. Local communities will use their traditional resources and culture as tourism products. These include food, dance, and accommodation that tourists can experience for a fee. Through the tourism industry, both men and women can obtain employment. Lodge owners are able to advertise widely, thereby attracting more visitors (and their incomes) from outside the country. This addresses issues of inequality within the Chembe community, as encouraged in the Sustainable Development Goals (SDG 10: “reduce inequality within and among countries”). The LMNPWHS strategy encourages local communities, lodge owners, tour guides, and government agencies to work together in the tourism industry. It will help communities to collaborate with other key stakeholders in the business.

Good Governance in Environmental Protection

Good governance and rule of law enhances environmental protection. By having good structures for the implementation of plans for development and natural resource management, we can achieve the objectives of the SDGs both nationally and internationally.

Lake Malawi National Park is legally managed under the National Parks and Wildlife Act of 1990, amended in 2003 and 2017. The penalties and fines in this Act have been reviewed to make sure that resources found in protected areas are properly safeguarded. The penalties and fines for anyone contravening these laws are very harsh. For example, a person found killing cichlids in the National Park is charged a fine of no less than MK 2,000,000.00 (2,702 USD) or must serve a custodial sentence of no less than 2 years in prison with hard labour (National Parks and Wildlife Act, 2017). The amended National Parks and Wildlife Act (2017) has assisted in the protection and conservation of OUVs and in the sustainable use of resources. The Park has around 20 rangers who conduct patrols both on the lake and on the mainland. There are six extension officers who provide community services in villages around the property. Public awareness meetings are conducted in the surrounding villages to make sure that local communities are aware of regulations and are taking part in conservation matters. An outreach programme for environmental education is conducted in schools. Finally, four officers are responsible for ecological monitoring and the analysis of Park activities.

There is an opportunity for the protection of resources at the LMNPWHS through the implementation of integrated management systems. This would require integrated decision-making networks and collective actions aiming to promote sustainable resource use and protection. It would protect both fisheries resources in the lake and forest resources on the land. Local communities, tour operators, and government agencies must work together in such a system and take part in the conservation and management of heritage site resources. Adopting integrated management systems will promote Sustainable Development and a well-protected, healthy ecosystem that can support people’s livelihoods. Reactions to development in the forest during the energy crisis of the 1970s have already demonstrated the importance of a holistic approach in analysing challenges associated with resource use.

Promotion of Environmental Education

LMNPWHS plays an educational role by promoting awareness of environmental issues, for example through wildlife clubs in schools around the protected area. These clubs involve the youth in the management of resources in their community areas, as well as in the Park. They are encouraged to develop different initiatives for the sustainable protection and management of wildlife resources. They are also involved in the establishment of woodlots in their respective areas and schools, and in an awareness programme on resource protection. Through this programme, the Park works with other non-governmental organisation such as the Wildlife Society of Malawi, who collaborate with educational institutions on issues of climate change. Environmental awareness encourages a sense of ownership of the conservation practices among the youth, who are then empowered as the future custodians of natural resources in the Park.

Benefit Sharing

Revenue sharing is one of the approaches that the government uses to make sure that there is a fair distribution of benefits accruing from activities in the Park. The National Parks and Wildlife Policy Act stipulates that the National Park management must work in collaboration with communities living adjacent to the protected areas, as part of conservation practices and for their own benefit. Through this collaborative management approach, the government shares profits with enclave communities, who receive 25% of the revenue collected from the National Park. This revenue is collected through entry fees, guiding fees, concession fees, and research fees. In order to ensure that this benefit-sharing model is implemented in a transparent and effective way, local Village Natural Resources Committees (VNRC) were established. These local institutions together form an umbrella body called Mangochi Salima Lake Park Association (MASALAPA). MASALAPA distributes the money to local communities for their social development activities.

Through this benefit-sharing scheme, local communities can develop proposals for social development programmes in their villages. These programmes address issues such as quality of education (SDG 4) by providing basic resources to primary schools, for example books for students and salaries for teachers. Recent records indicate that one of the primary schools benefited from school desks worth 2,666 U\$D, paid for with revenue collected from the National Park gate. Between July 2018 and January 2019, MASALAPA received MK 6,000,000.00 (8,330 U\$D).

Promotion of Research and Monitoring

Research and development are inseparable in that, as research managers gather information, they can use it to inform developments at the Park. In order to address global challenges mentioned in SDG targets 1, 2, 12, 14, and 15, there is a need to undertake research on terrestrial and freshwater ecosystems and thereby to identify services for development and other management priorities. Research assists

in developing sustainable management systems through integrating fisheries, forestry, and tourism resource management, and it provides innovative solutions and approaches relevant to implementing Sustainable Development. However, in Malawi, most government institutions lack the resources for research activities. Lake Malawi is no exception to this rule, but with the support of UNESCO, the Park has developed a research monitoring protocol approved by the International Union for Conservation of Nature (IUCN). The protocol assists LMNPWHS in producing sustainable management operations and development plans.

Scientific research therefore remains instrumental in addressing challenges such as overfishing, depletion of forest resources, and pollution at LMNPWHS. It is increasingly recognised that multidisciplinary research is vital for gaining an in-depth understanding of subsistence practices in such environments, and it also improves development approaches (Harrison, 1995).

Participatory Approach

The participatory approach including communities, private operators, and government agencies in the conservation and sustainable use of natural resources is an opportunity to maintain the OUVs of the site. Public participation in the management of resources can create room for the coordination of development programmes at the WHS.

Hisham (1991) notes that “participation” has become a buzzword in the development literature, although it has many different interpretations. Pimbert and Pretty (1995) note that during the colonial period, conservation defined as the control and management of ‘natural ecosystems’ excluded local people. Local communities should be educated on the legislation, policies, and SDGs in order to achieve Sustainable Development.

Strengths of Sustainable Development at LMNPWHS

The Sustainable Development approach that the WHS has implemented in relation to the 2015 Policy, the AU Agenda 2063, the National Development Plans, and the SDGs is applied in the areas of environmental protection, environmental education, tourism, and community collaborative management within the boundaries of the WHS. Efforts from different players in these areas will significantly contribute to the Sustainable Development of local communities, as the site has further potential for tourism activities and biodiversity conservation in the following areas;

- Environmental protection – as a Sustainable Development approach, this provides the protection of OUVs and other resources in the WHS in line with 2015 Policy. Participation of local communities in natural resource management contributes to a healthy ecosystem with reference to the SDGs, environmental degradation is addressed, and sustainable economic development is provided through tourism.

- Promotion of environmental education – wildlife clubs provide quality education and increase awareness among the youth. Institutions for youth in climate change management contribute to the participation of youth in decision-making to address issues of climate change in line with SDG 13 on climate action. Students are involved in an environmental programme arranged by the WHS.
- Sharing of revenue – a community collaborative management programme has increased community-based engagement through local institutions. Policies, a governance framework, and a revenue strategy contribute to the provision of basic services.
- Development of tourism strategy – LMNPWHS is a tourist attraction and national/international organisations are involved in the sustainable tourism industry. National and international stakeholders are available for the development of a tourism strategy. Areas of tourism attractions within the WHS have been identified and included in the draft tourism strategy.

Weaknesses of Sustainable Development Approaches

Weaknesses of Sustainable Development approaches are addressed with reference to the 2015 Policy document, Agenda 2063, the National Development Plan, and the SDGs.

- In the area of environmental protection, there is high dependence on National Park resources for livelihood, leading to the depletion of terrestrial and marine resources by local communities. There is population growth and poverty among local communities in the enclave villages, and there is a lack of a village development plan responding to development pressure from tourism operators.
- Lack of materials for environmental education lead to a lack of environmental information among the youth around the WHS.
- Revenue-sharing is limited as the WHS does not collect enough funds to be shared with the communities. Local communities are inadequately trained to develop alternative livelihood strategies within their communities.
- There is minimal advertisement of the site, and tourism activities are not well promoted by tour operators leading to the short stay of visitors.
- Inadequate provision of funds for science, research, and monitoring result in a lack of information sharing and innovation for Sustainable Development.

Conclusion

Lake Malawi National Park World Heritage Site has high potential for implementing both conservation and sustainable socioeconomic developments. This includes opportunities relating to the cultural and natural values of the area, some of which are not yet open to the public. Such values include rock paintings that are not yet properly identified and recorded by the relevant authorities. Considering such values will ensure that livelihoods are not only focused on fishing, but that there are diversified tourism activities providing opportunities for locals across the area. However, population growth and improper planning of tourism development in the enclave villages remains a serious threat to the management of the terrestrial and marine resources of the LMNPWHS. Therefore, an integrated management system should be implemented for the diversified cultural and natural values of the Park, including bringing all stakeholders into the process.

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6



**INTEGRATING
SUSTAINABLE
DEVELOPMENT
DIMENSIONS IN THE
MANAGEMENT OF
ROBBEN ISLAND
WORLD HERITAGE
SITE, CAPE TOWN,
SOUTH AFRICA**

Pascall Taruvinga



Abstract

Robben Island World Heritage Site (RIWHS), located in the Western Cape region of South Africa, is a cultural landscape with the potential for Sustainable Development (SD) initiatives to be integrated into its management strategies. While RIWHS is a remote island with limited access, it remains a hub for such development given its history and significance. Whatever form development takes at the site, it must integrate conservation and SD dimensions as a continuous process. This chapter discusses the evolving SD framework for the site. Emphasis is placed on how SD dimensions are promoting environmental sustainability; developing green municipal facilities

(power generation, sewage and waste treatment); sustainable and responsible tourism; adaptive reuse; and socio-economic impacts on vulnerable people. These perspectives provide insights into the integrated framework (methodology and policies) enabling conservation principles and SD to coexist at RIWHS. The discussion concludes that while development benefits are gained from tourism, limited adaptive reuse, and technologically transformed municipal services, the site must continuously seek creative and innovative approaches to development while retaining its Outstanding Universal Value (OUV), authenticity, and integrity.

Key words: *cultural landscape, tourism, Sustainable Development, adaptive reuse*



Introduction

Many scholars argue that Sustainable Development (SD) is a “contested concept, with theories shaped by people and organizations with different worldviews” (Giddings et al., 2002: 187). This is the source of its varied interpretations and applications (Hopwood et al, 2005). Taking principles and experiences from one context and making them fit elsewhere does not always provide the desired results (Taruvunga, 2020:75). While these discussions advocate for a practical approach, empirical examples are few and not all developments are sustainable in nature. Therefore, defining what kind of development is acceptable, responsible, sustainable, and complimentary to conservation remains a topical issue requiring empirical examples. The emerging relationship between conservation and SD means that it is no longer business as usual at World Heritage Sites. They must now be competitive, sustainable, and provide value for money to tourists, as well as benefits to local communities. In other words, World Heritage must embrace the principles of equality and social justice as part of SD. Heritage is now embedded in the national development plans of many countries.

Integrating Sustainable Development at the Robben Island World Heritage Site (RIWHS) is a process of learning by doing. There is a need to continuously balance conservation and development. This requires pragmatic, practical, and multi-pronged approaches that connect both bottom-up and top-down management approaches applied at heritage sites (AWHF, 2019). Discussions on how to localize Sustainable Development Goals (SDGs) are continuing across the world, including at RIWHS. Here, the case study of Robben Island is used to discuss how to foster SD through an examination of the methodology followed, the outcomes, and the strengths and weaknesses of such approaches. The SD path at RIWHS has provided insights into diverse practical issues.





Robben Island World Heritage Site

The Robben Island cultural landscape was inscribed as a World Heritage Site in 1999 under criteria (iii) and (vi), and symbolizes the triumph of the human spirit over great adversity. The Island was used at various times between the 17th century and the 20th century. This use includes being associated with archaeological sites, the banishment of traditional leaders and leprosy patients, the imprisonment of political and common-law prisoners, and the World War II installations scattered around the island. The island also has marine and underwater heritage, as well as valuable flora and fauna. The imprisonment period is primarily associated with the struggle against apartheid, a racially motivated governance system which favoured white people while black people were excluded. Robben Island Maximum Security Prison held more than 3500 political prisoners between 1960 and 1991. These political prisoners included among many others Nelson Mandela, Kgalema Motlanthe,

Jacob Zuma (all former Presidents of the new South Africa), Govan Mbeki, Former Chief Justice, Judge Dikgang Moseneke, Toivo Ya Toivo and his fellow comrades from Namibia, as well as Robert Sobukwe who was detained without trial under the specially decreed Robert Sobukwe Clause. While the legacy of Nelson Mandela, who spent 18 years at Robben Island as a political prisoner has been popularised, this does not in any way reduce the significance of other prisoners.

The attributes of the site associated with political imprisonment period include the maximum security prison, quarries, a village complex, churches, a mosque, a harbour, Alpha 1 (refreshment place), an administration block, the Medium B prison, Robert Sobukwe house, municipal facilities (power, water desalination and waste plants), and finally the living heritage of the Ex Political Prisoners (EPPs) themselves. The banishment of lepers is associated with cemete-

ries, while World War II attributes include bunkers, gun batteries, lookout points, and other installations. Underwater heritage includes many shipwrecks in the waters around the island, while banishment landscapes are predominantly open spaces marked by living traditions. There is great biodiversity, with indigenous trees, penguins, fallow deer, and a variety of sea birds. Due to these multiple and multi-layered landscapes, the site enjoys multiple protection as a national heritage site (1999), WH site (1999), a Protected Area under the South Africa WH Convention Act of 1999, and since 2019 a Marine Protected Area. Peculiar and more popularised in the interpretations of the island, is that of the EPPs who fought against apartheid and served their sentences on the island (Taruvinga, 2014; 2017). As a cultural landscape with multiple meanings, the site has the potential to implement holistic and inclusive interpretations which will diversify tourism without eroding its OUV, authenticity, and

integrity (Taruvinga, 2017).

RIWHS is managed through an Integrated Conservation Management Plan (ICMP), which is reviewed after every five years. The current one, the 3rd ICMP addresses challenges relating to conservation (maintenance of buildings, quarry sites, grave sites, and gardens); municipal services and facilities (waste management, water desalination, and power generation); collections management; environmental management (mitigating fire risks and coastal pollution); fauna and flora; and tourism-related issues around interpretation, transportation, and guiding services. Furthermore, the ICMP addresses research gaps in history, liberation heritage, biodiversity, underwater heritage, geology, and marine perspectives. These challenges are exacerbated by the coastal location of the RIWHS, being impacted by climate change and presenting an access issue. These issues will be discussed in detail in the following sections in relation to Sustainable Development.

Robben Island became a heritage site immediately after the 1994 elections in South Africa. In fact, it became an institution within three months after its concept was announced to the public, and for this reason most of its management tools are having to be developed in retrospect (Taruvinga, 2017). There was a rush to make the site accessible to the public as a place of memory and a tourist destination. It attracts both domestic and international visitors. Indeed, all the people associated with the multiple and multi-layered values of the island, either living or dead, constitute the 'community' of the site. This includes tourists or visitors, who are loosely considered as part of this community. The term 'community' is used to refer to all the people with a direct and indirect interest in the site, or those who are interested in or affected by programmes of the RIWHS.

The Conservation and Sustainable Development Framework at RIWHS

The use of RIWHS as a tourist destination is becoming more challenging, with the public expecting diverse tourism experiences such as walking tours, eco-tours, accommodation, conference facilities, and restaurants. The Conservation and Sustainable Development Framework (COSDEF) of RIWHS must be responsive, creative, and innovative to ensure protection of the heritage while meeting the growing aspirations of the community.

This COSDEF has been developed in retrospect, as the Robben Island Museum (RIM) initially relied on the ICMP adopted at the time of its establishment. The 3rd ICMP (2018-2023) is now being implemented.

The 3rd ICMP has made provisions for guidelines and sub-plans to be developed in order to support SD initiatives at the site. This gives RIWHS room to assess the impact of developments and to find ways of mitigating potentially negative effects. The COSDEF also respects the Regulatory/ Compliance Framework of the site (both at national and international levels), and supports guidelines provided through the Integrated Carrying Capacity Framework, the Adaptive Reuse Framework, and the Built Environment Conservation Manual (BECAM). Its strategic goal focuses on developing and promoting responsible tourism at RIWHS.



Regulatory/Compliance Framework of RIWHS

RIWHS is subject to multiple legal requirements regarding any conservation intervention or development at the site. As a National Heritage site, it must meet all the conditions of the National Heritage Resources Act (NHRA) of 1999, while as a Protected Area (PA) and Marine Protected Area (MPA), it must comply with the National Environmental Management Act for Protected Areas (NEMPA) of 1999 and the South African World Heritage Convention Act of 1999. The site must also comply with the World Heritage Convention itself, Operational Guidelines on the Implementation of the Convention, and the ICOMOS-driven OUV-Based Impact Assessments. In all these cases, RIWHS complies with the prescribed impact assessment guidelines and related procedures to obtain permits authorising conservation interventions or developments. The site maintains an annual record of such permits issued by the respective authorities and these are submitted as part of the annual State of Conservation (SOC) report by the Department of Environment, Fisheries and Forestry (DEFF), which is the State Party representative to UNESCO on the World Heritage Convention. Furthermore, RIWHS has developed an internal environmental tool to pre-screen all events and activities on the island to determine which compliance processes should be followed before any decisions are made.

The Integrated Conservation Management Plan (ICMP)

The 3rd ICMP (2018-2023) provides a guiding framework for RIWHS site management on a five-year cycle. Its development is a stakeholder-driven process. The current ICMP aims to conserve and manage cultural and natural heritage in order to retain the significance and OUV of the site; develop responsible and sustainable tourism products and services that offer a unique visitor experience; and ensure that Robben Island Museum adheres to good practices for managing a World Heritage Site.

The ICMP details the legal framework, the desired state of conservation for the site, the conservation principles, the strategic goals, and the programmes and activities implemented annually. The integrated approach embedded in the ICMP ensures that all strategic goals respect each other, and avoids unintended consequences that could negatively impact the site in the process of promoting conservation and socio-economic activities.

The Built Environment Conservation Manual (BECM)

RIWHS has developed (2018-2020) a Built Environment Conservation Manual (BECM) which provides a comprehensive, concise, and compliant (guidance) framework for all possible conservation works relating to the built environment at Robben Island. In terms of adaptive reuse and tourism functions, the BECM specifies processes for periodic condition assessment, and prescribes conservation (reactive and/or periodic

maintenance) materials through heritage prescripts and principles. Overall, it provides guidance on how to expedite infrastructure upgrades, restoration, and maintenance while systematically complying with all relevant legislation. This includes processes for the disposal/handling of waste generated from conservation and refurbishment projects at municipal facilities. Every building or structure on the island has been subjected to baseline condition assessment, paving the way for systematic conservation interventions, either routine or for specific SD projects approved by RIWHS.

The Integrated Carrying Capacity Framework (ICCF)

'Carrying capacity' can be defined as "the maximum number of people that may visit a tourist destination at the same time, without causing destruction of the physical, economic, socio-cultural environment and an unacceptable decrease in the quality of visitors' satisfaction" (Chamberlain, 1997). It is an essential concept for planning and decision-making, for understanding limitations, and for generating impact indicators and standards linked to the goals, policies, and management objectives of a site (RIM, 2018). RIWHS has developed an Integrated Carrying Capacity Framework (2018-22) in retrospect. The ICCF takes into consideration the wide range of heritage attributes (both tangible and intangible) and the current and envisaged tourism products for Robben Island. It also considers the environment, organisational, and quality dimensions of the RIWHS. Organisational aspects included the capacity of municipal services.



The framework addresses the different use zones and the sensitivity of heritage assets within them. It defines the carrying capacity of the site as influenced by the sensitivity of its multiple and multi-layered values and associated attributes, the environment, the quality of the visitor experience, and the organisational constraints in bringing visitors to the island from the mainland. The ICCF strengthens the quality of environmental and heritage resource monitoring; the promptness and thoroughness of mitigation actions; and the proper application of tools such as zoning systems to assist the SD, which should go beyond the scope of conservation.

Figure 1: Three dimensions of carrying capacity in the context of RIM (RIM, 2017).

The ICCF also provides sensitivity maps of the island, including seasonal variations in flora and fauna, which need to be considered in fostering SD. These maps influence schedules of implementation and systematic monitoring mechanisms based on conservation indicators. They define very high, high, medium, low, and very low intensity visitor use zones for the site. The intensity of each zone determines the permitted visitor numbers, movement, and activities. Furthermore, the ICCF provides overall and attribute-specific carrying capacities, for example how many visitors can be accommodated at the Limestone Quarry site at any given time. The ICCF further provides clear conditionality (areas that should be addressed) and indicators that should be monitored to adhere to the cascading (envisaged phases of) carrying capacity of the site. This is outlined in figure 2. RIWHS has not yet reached the visitor numbers permissible under Phase 1. Currently the site hosts approximately 1800 tourists per day during peak periods. Phases 2 and 3 (2800 and 3600 people per day respectively) at RIWHS are subject to substantial investment and rearrangement of the tour model. This is also influenced by the boat capacity available to carry passengers to and from the island. The last envisaged phase of carrying capacity (3600 people per day) is only achievable through first progressively implementing Phases 1 and 2.

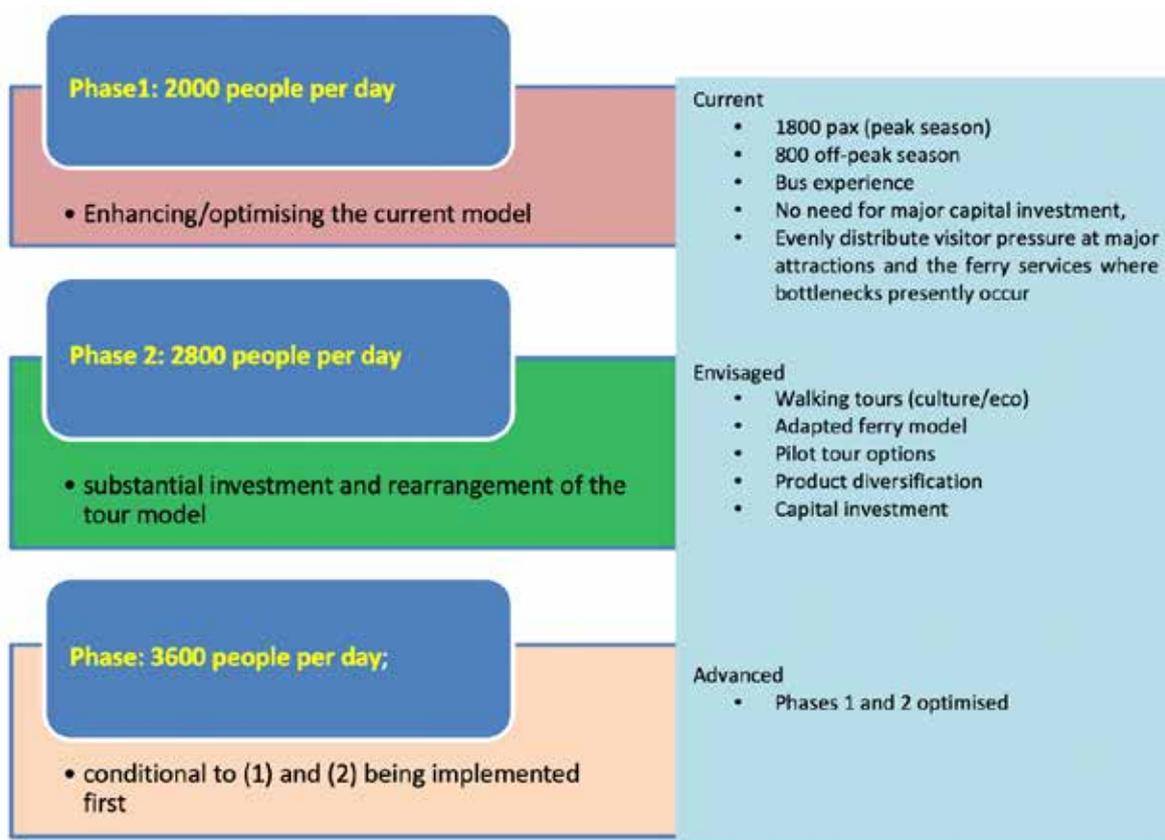


Figure 2: Carrying Capacity Levels of RIWHS (HIM, 2017).

While the ICCF takes future development activities into consideration, it remains an adaptable decision-making tool that should be reviewed periodically to take into consideration empirical examples, changing circumstances, and organisational capacity, as well as technological advancements that may influence monitoring and mitigation measures.

Outcomes: Empirical Experiences at Robben Island World Heritage Site in Fostering Sustainable Development

This section presents empirical examples of integrating SD dimensions at RIWHS, taking the guidelines of the ICCF into consideration. Emphasis is placed on the rationale for each project, the methodology followed, and the outcomes, including an analysis of how this is promoting the integration of SD in site management.

Sustainable and responsible tourism: social and economic impacts

RIWHS is a popular tourist destination attracting domestic, regional, and international tourists at an average of 355,000 people per year (see figure 3). Over the last ten years, the site has hosted approximately 3,200,290 visitors, with the lowest per annum in 2012 and the highest in 2016. Trends are affected by seasonality, prevailing weather conditions, and travel restrictions due to drought and disease outbreaks.

Robben Island was conceived as a gateway to tourism and subsequently to development in the new South Africa (Deacon, 2004: 4). The site was seen as a symbol of “hope and memory in the new democracy” (Deacon, 2004: 4). It is one of the Big Six tourist destinations

in the Western Cape Province of South Africa. The other five are Cape Point, Table Mountain, Kirstenbosch, Groot Constantia, and the Waterfront.

While tourism is a primary SD activity, there are other forms of development activity emerging, such as adaptive reuse. All these require support from municipal services (power generation, water desalination, sewerage, and waste management). Some of these municipal services still use old technology and contribute to carbon emissions. All these aspects require RIWHS to integrate both conservation and SD dimensions at the site, optimising opportunities without negatively impacting the OUV.

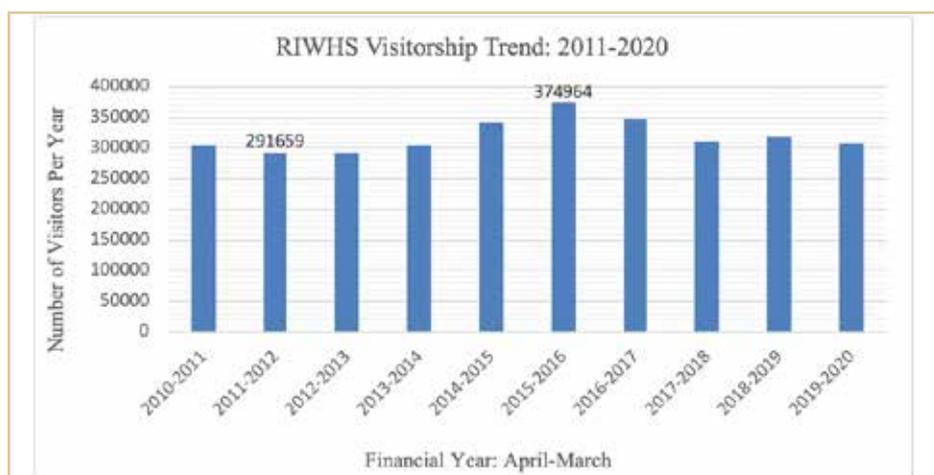


Figure 3: Visitation trends at RIWHS: 2011-2020.

The visitor experience at Robben Island mainly revolves around the Nelson Mandela gateway (boarding and disembarking facility on the mainland), selected island attributes (Murray's harbour, maximum security prison, Limestone Quarry, Robert Sobukwe house, Alpha 1, and the village), and occasionally other areas when time permits. These others relate to World War II, banishment, biodiversity, and there are also other places associated with imprisonment which are not on the tourism itinerary. This marketing and tourism vision caters to both domestic and international visitors, and the plan is to further develop, package, and present the various layers of RIM in order to target various markets at national and international levels in the future. This requires RIWHS to improve customer satisfaction through the enhancement of existing tourism offers and products, as well as develop and package new tourism products that will represent the various layers of RIM. Such new products may include hiking and eco-tours, and Jetty 1 (the original ferry boarding and holding place for prisoners and visitors going to Robben Island, located on the mainland at the Waterfront). Various attributes will therefore have to be developed or upgraded in line with the ICCF, and in compliance with conservation protocols. RIWHS must provide a world class tourism experience based on social memory and ensure that the infrastructure and attributes of the site are prepared to support an increased number of tourists. Currently, RIWHS is installing exhibitions along the existing tourism route to encourage a walking experience, as well as to reduce or disperse human impact at congested areas, especially at the Maximum Security Prison.

Related to new tourism products and experiences, and positively contributing to socio-economic benefits for vulnerable people, RIWHS is creating much-needed jobs and supporting a craft centre for the local community. It creates jobs through directly appointing private charters to augment ferries capacity, and service providers for the cleaning, security, and maintenance of the site. The Memorabilia Craft Centre project seeks to expand RIM's connection with local communities and at the same time to diversify products offered to the public based on the multiple and multi-layered values and associated attributes of the cultural landscape. Members of the centre make a living by selling curios to tourists. The twenty crafters (part of the pilot project), who were trained by the Cape Craft Design Institute (CCDI) in product development and entrepreneurship skills, were recruited from Kwa-Langa township and the island itself, and are mostly the wives of Ex Political Prisoners (Taruvunga, 2017). There is space for members of the centre to invite more crafters in the future. The Kwa-Langa township is one of the high-density suburbs known for its role in the struggle against apartheid (Taruvunga, 2017). CCDI training covered fabric processing; paper and laser cutting (including engraving); mould making; welding; bending and heating of metal; sewing and cutting materials; sanding, finishing products, and drilling; and punching techniques, tapping, and fastening of products (Taruvunga, 2017:9). The Mayibuye Archives at RIWHS is providing ideas to the crafters based on the site's heritage values, in order to develop fully branded products (Taruvunga, 2017). In addition, the Environment Department of RIWHS is facilitating access to seashells and other shoreline resources that can be creatively used to portray the various

elements of the multi-layered landscape (within the confines of the law: Taruvinga, 2017:9). RIWHS is in the process of finalising governance for the craft centre with the crafters to ensure they have guaranteed access to the site and the market itself, including being part RIWHS marketing and tourism roadshows. The crafters sell their products at Robben Island and can also exhibit at tourism events where they are supported by the RIM (e.g. during the annual Tourism INDABA (indigenous term referring to gathering or meeting in Zulu language)).

It is important to critically examine the effectiveness of sustainable tourism in the context of evolving tourism approaches at the site. SD initiatives aim to make the island accessible for tourists and to provide livelihoods for local communities through socio-economic opportunities. However, increasing numbers of visitors need to be carefully monitored in line with ICCF, as tourism is known to negatively affect heritage sites. RIWHS needs a fully-fledged conservation department to monitor and mitigate any such threats. More importantly, the tour guiding model needs to change: guides are already taking much larger groups around the island, which is not in line with recommendations. However, the introduction of walking tours may address this issue in the future, including removing vehicular transportation in favour of eco-options. Severely limiting the expansion of tourism itself may not be feasible, as government funding remains inadequate to cover the core mandate of conservation. Whatever tourism expansion may happen at the site; it must integrate SD dimensions while respecting conservation protocols. The symbolic values of RIWHS are on a trajectory of irreversible loss, as EPPs are gradually passing on, leaving the institution to develop creative approaches to ensure that their memories are preserved for the next generation.

Robben Island World Heritage Site and Adaptive Reuse (AR)

The island has 470 buildings, some of which have been adapted for new uses. Incarceration facilities such as the Maximum Security Prison and Sobukwe House are central to the new museum experience, which encompasses the whole island landscape. The Common Law Prison is now a Multi-Purpose Learning Centre (MPLC) with training and accommodation facilities, especially for school children. The Prison Staff Village is now accommodation for RIM staff, contractors, and sometimes visitors (for example at the Guest House). Adaptive Reuse (AR) at Robben Island is in a continuing process of developing repurposing initiatives to achieve the goals of the Marketing and Tourism Plan. As the AR process unfolds, there will be increased adaptation of existing buildings for accommodation, restaurant services, retail activities, and events. Repurposing is intended to mainly affect the building interiors, without compromising their architectural fabric, structure, aesthetics, historic significance, and values. The RIWHS therefore views AR as a conservation strategy. It includes implementing green technology for all supportive municipal services (sewerage, power generation, and water desalination) on the island.

Experts who attended the Workshop on Sustainable Development at RIWHS in 2019 observed that the Adaptive Reuse proposed by RIM is compatible with the OUV of the site, although the nature and extent of adaptation must be closely examined to avoid denigrating the memory of the island. They also recommended full compliance with national and international protocols, and observed that AR at RIWHS has the potential to generate revenue for conservation, as well as creating employment in South Africa as part of localizing SDGs. All this would be presented as part of the envisioned Master Plan on Development for the site.



The experts recommended the following in relation to the AR: that RIWHS urgently considers conducting a Strategic Environmental Impact Assessment (SEIA) to identify opportunities, and to buffer sensitive areas that are central to the World Heritage site; that they conduct an Environmental Impact Assessment for the temporary or semi-permanent restaurant proposed for Alpha 1, including ensuring that the semi-permanent structure adopts appropriate architecture and caters to a maximum of 100 people; and that they review the vision/reasons for AR and SD to ensure that they align with the conservation and history of the facilities. Specifically, experts also recommended that the Wyntrain (a block of flats used for single warders) could be best used as a Centre for Peace Negotiations and Reconciliations. They further recommended that the AR of the other houses, school facility, swimming pool, sport facilities (football, tennis, and rugby), Post Office, and other medium-large size buildings scattered around the island should happen within the confines of the applicable legislative framework. The diversification of tourism products to include eco-tourism (research, birdwatching, etc.) should also be explored. As an example, a research centre with a rich library including digitalized resources on human rights and legislation issues could be considered, offering international summer camps for young people. Furthermore, experts recommended that RIWHS should review existing AR case studies, including exploring opportunities to become more creative and innovative in the approach without denigrating the memory

of the island. From another perspective, RIWHS was advised to possibly leave some of the attributes of the island (such as the bluestone quarry site) to deteriorate as part of the fading social memory. These proponents believe that as the memories of EPPs fades, some structures should also be allowed to fade away, just like with some historic settlements that have been allowed to disappear by many communities. This approach still needs further research. Natural progressive deterioration cannot easily be mitigated. AR at RIWHS remains an evolving process that can benefit from the experiences and practices of similar sites across the region. The recommendations of the experts are now being assessed for implementation by RIWHS under the AR and Marketing-Tourism initiatives.

Green Strategies at RIWHS

The need to make Robben Island carbon free and move towards greening strategies, witnessed the installation of a Solar Photovoltaic Plant (PVP) energy generating system in 2018, and the development of environmentally friendly sewerage systems. The PVP generates electricity to power the island, running sewage and waste treatment plants as its own small municipality delinked from the City of Cape Town. The decision to green the island was influenced by a heavy reliance on diesel-generated power, which was costing the institution over R10 million per annum and contributing to pollution. The site was selected as one of eight government-owned attractions in a pilot initiative to retrofit tourism facilities with solar photovoltaic energy generating systems as part of the Destination Development Programme of the National Department of Tourism (NDT). Preparatory work for the PVP included site selection, appointment of technical advisors, determining the specific energy requirements of the site, identifying appropriate localised solutions, and developing technical specifications to inform bid documentation that would be used to procure the services of contractors.

Regarding heritage compliance, RIWHS conducted an Environmental Impact Assessment including visual and cultural aspects. In this process, EPPs and all other concerned stakeholders were consulted on the feasibility and impact of the project. RIWHS subsequently received permits from all the relevant regulatory authorities. The installation phase was monitored to ensure that the values and integrity of the site were not compromised. The PVP mini grid installed at RIWHS has a capacity of 666.4 kWp (kilo Watt peak) and is supported by an 828 kWh (kilo Watt hours) battery storage that significantly reduces reliance on the existing diesel generating system. The PVP carries the entire electricity load of the island, including on cloudy days and at night. There are plans to purchase an additional battery to further reduce the incidences in which the existing diesel generating system must be switched on as a backup.

Related to the installation of the PVP, EPPs have become influencers in site decision-making process (Taruvunga, 2020). Initially, three location options were identified for the PVP: the agriculture precinct (commonly known as the hydroponics area); the cricket pitch; and the area close to the village precinct. The latter area was not suitable

due to its limited size and its proximity to the tourist route. Meanwhile, the agricultural precinct was too close to the Limestone Quarry site and was within the perimeter of the Maximum Security Prison. These are places directly connected with the social memories of the EPPs. The cricket pitch therefore became a possible location for the PVP. During interviews conducted for the Heritage Impact Assessment, the EPPs confirmed that they had never used or worked at this site during their time as prisoners on the island (Taruvinga, 2020:252). The pitch was used for sports by the apartheid perpetrators who used to look after the prisoners. In other words, while the entire landscape is important to them, EPPs argued that they had no particular emotional attachment to or connection with this particular space, when compared to the quarry sites and the agriculture area. Therefore, EPPs had no difficulties in endorsing the installation site as it was not going to compromise any of their values. This does not mean that the cricket pitch is entirely insignificant. The whole island is sensitive in one way or another, but a compromise can be made here, given that the buffer zone (a nautical mile) is formed by the adjacent waters of the Atlantic Ocean, of which any construction would be capital intensive and will involve complex processes associated with construction in such environments. The most important thing is that the localising dimensions of SD require local community input in order to identify acceptable trade-offs. The PVP has not dramatically altered the landscape and can be removed if needed, to allow the cricket pitch to be used. The ground has been minimally disturbed and can be rehabilitated if necessary (Taruvinga, 2020). In addition, indigenous plants have been propagated at the PVP site to create long-term camouflage.



Conclusion

RIWHS has identified both successes and challenges in integrating SD dimensions, and this empirical perspective is important in furthering discussions on how to localise SDGs in a practical way.

Successes

- RIWHS has managed to implement sustainable tours of the island but the carrying capacity has not exceeded the limits outlined in the first phase of the ICCF. Visitor impact is monitored through periodic condition assessments and visitor surveys, with mitigations being included in annual performance plans.
- RIWHS has not endangered any element of the OUV through tourism, except for deterioration due to natural processes associated with its coastal location, which is being mitigated under the Built Environment Conservation programme.
- Guidelines to foster SD at RIWHS have been developed and are being implemented, and among them are the ICCF, Marketing and Tourism Plans, the enforcement of the Regulatory/Compliance Monitoring framework, BECM, and ICMP. The guidelines and sub-plans being implemented by RIWHS are viewed as conservation tools since the main goal is to avoid negative impacts on the OUV, authenticity, and integrity of the site.
- The revenue generated from development initiatives is reinvested in the management of RIWHS, subject to approval by the National Treasury of South Africa. Over the years, permission has also been granted by the National Treasury in view of the National Government of South Africa's dwindling financial support.

Challenges

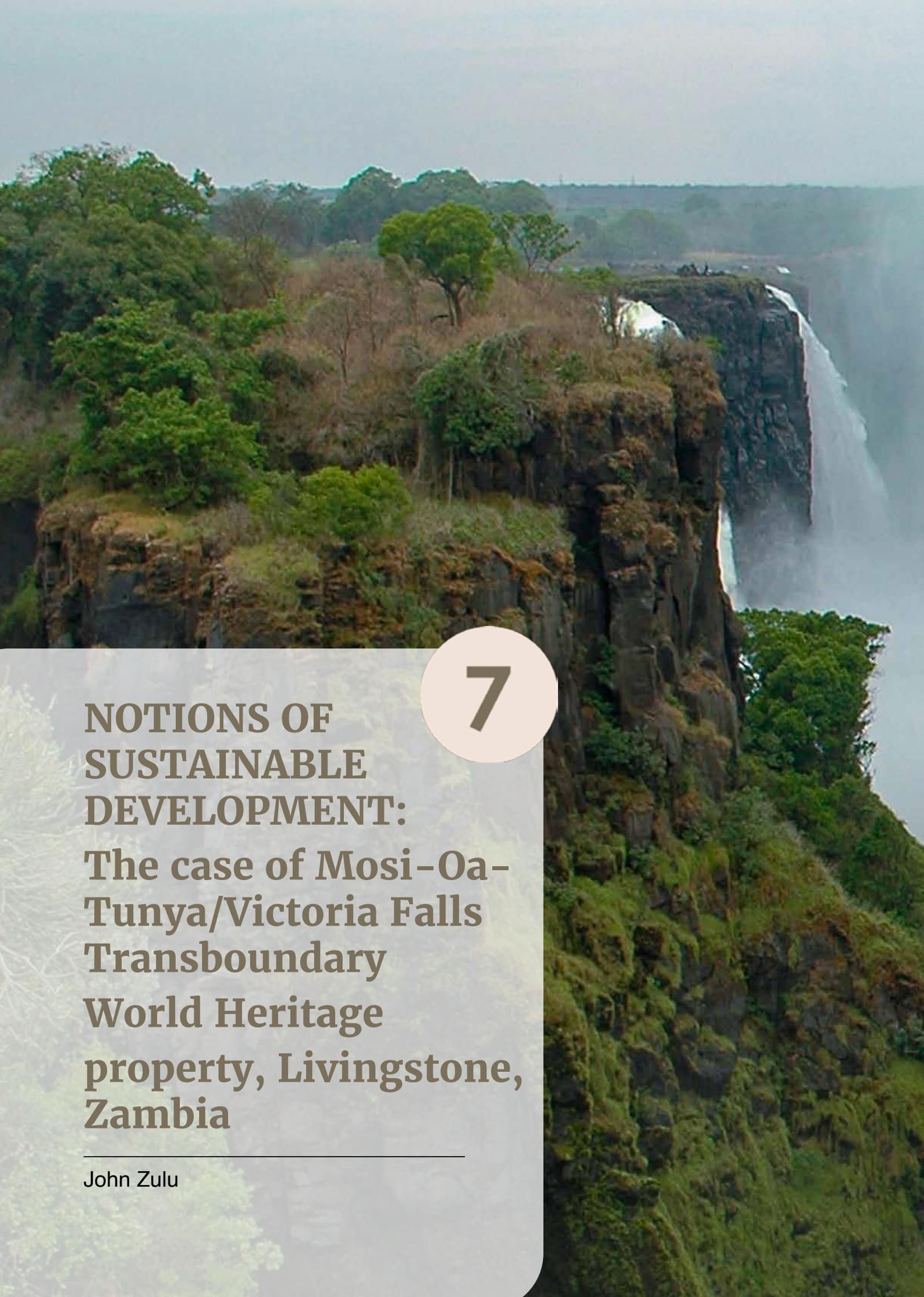
- Involving all the stakeholders and appreciating the need to implement sustainable options at the site, as opposed to focussing on profit margins regardless of the impact. RIWHS faces pressure from those who wish to build casinos, hotels, and other for-profit establishments.
- The difficulty of access to RIWHS, given its coastal location, remains a threat to the viability of further development on the island, for instance AR of the village as accommodation facilities. Such AR would require a consistent and efficient ferry system, advanced weather monitoring equipment, and disaster risk monitoring mechanisms. The access issue equally affects communities doing business with RIWHS.
- Weather patterns and seasonality variations have a huge impact on SD initiatives at RIWHS. During some months it is almost impossible to access the island, let alone guarantee safe passage to visitors. However, this is also an opportunity to develop creative and innovative solutions such digitalised products and a mainland interpretation centre.

Localisation of SD at RIWHS should enhance conservation and bring measurable benefits to local communities. However, these benefits are yet to be systematically quantified and monitored using commonly agreed culture statistics or indicators. WH sites are now expected to contribute in a practical way to meeting development targets such as creating jobs, addressing socio-economic inequalities, empowering women, and avoiding preservation approaches which do not address the needs of living people. Maintaining a perception around a perpetual conservation future makes heritage vulnerable to development threats. Conservation is no longer one-way street. Rather, it must confront current issues and remain relevant in wider society.

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7

**NOTIONS OF
SUSTAINABLE
DEVELOPMENT:
The case of Mosi-Oa-
Tunya/Victoria Falls
Transboundary
World Heritage
property, Livingstone,
Zambia**

John Zulu



Abstract

This article discusses notions of Sustainable Development at World Heritage properties with a specific focus on the Mosi-Oa-Tunya/Victoria Falls World Heritage Property, co-managed by the States Parties of Zambia and Zimbabwe. It explores themes in current management structures at the transboundary property before and after it was declared a World Heritage Site in 1989. It dwells on how newly introduced notions such as 'Sustainable Development' have been applied, and on the strides that have been

made towards their localisation. As the major tourism brand for the two States Parties, it has been a challenge to balance issues of conservation enshrined in the 1972 World Heritage Convention and Operational Guidelines against the demands of tourism development proposals. Newly developed management models use the "outside – in" approach, where key players such as institutions, communities, youth and women are left out. This has created tension between institutions and communities at transboundary properties.

Keywords: tourism infrastructure development, Outstanding Universal Values, tourism competitiveness, global tourism destination, Traditional Management System



Introduction

Notions of Sustainable Development (SD) at World Heritage Sites unveil complexities and opportunities surrounding the management of transboundary sites in Africa, particularly at the Mosi-Oa-Tunya/Victoria Falls World Heritage Site. Dedicated research is necessary for a full appreciation of what 'Sustainable Development' means, its applicability in the area, and how to strike a balance between protecting Outstanding Universal Values (OUVs) while implementing Sustainable Development goals, particularly those focusing on protecting both cultural and natural heritage. Special attention must be paid to probing the complexities of balancing heritage

conservation and development at World Heritage properties ([UNESCO], Abungu, 2018:18), and World Heritage Sites across the continent of Africa are currently working towards this.

In the recent past, both local and international tourism investors have often proposed the development of tourist infrastructure and activities which would make the Mosi-Oa-Tunya/Victoria Falls World Heritage Site a more competitive destination and create more employment opportunities for youths and women. However, such proposals are often rejected because the two States Parties fear that they may jeopardize the World Heritage status of the property.



The Mosi-Oa-Tunya/Victoria Falls World Heritage Site

The Mosi-Oa-Tunya/Victoria Falls World Heritage Site is located on either side of the mighty Zambezi River, in the southern part of Zambia and the north western part of Zimbabwe. The property straddles Africa's fourth longest river, which flows from the north-western provinces of Zambia, covering a distance of 1300km before plunging into the Mosi-Oa-Tunya/Victoria Falls. The property is located at 17°55'28"S / 25°51'24"E at an altitude of 915m, extend over 6,860 hectares. There are 3,779 hectares in the Mosi-Oa-Tunya National Park, Zambia; 2,340 hectares in the Victoria Falls National Park, Zimbabwe; and 741 hectares in the Zambezi National Park, Zimbabwe, including all the river islands as far as Palm and Kandahar Islands. Mosi-Oa-Tunya



Mosi-Oa-Tunya/Victoria Falls and its Outstanding Universal Values

The site was granted World Heritage status on 15th December 1989 after Zambia and Zimbabwe submitted a joint nomination dossier to the UNESCO World Heritage Centre. The property was recognized for its Outstanding Universal Values under criteria (vii) and (viii). It presents on-going geological processes, unique geomorphological formations, and exceptional natural beauty displayed through daytime rainbows and distinctive lunar rainbows. The Mosi-Oa-Tunya/Victoria Falls has the widest curtain of water in the world at 1,706m, while its deepest point is 108m. Eight spectacular gorges of igneous origin (basalts) and several islands in the core zone serve as breeding grounds for four endangered and migratory bird species, including the Taita falcon and the black eagle. The riverine 'rainforest' within the waterfall splash zone is a fragile ecosystem of discontinuous forest on sandy alluvium, dependent upon the abundant water and high humidity resulting from the 500m spray plume that can be seen from a distance of 50 km and 30 km along the Bulawayo and Lusaka roads respectively. The property is renowned as one of the Seven Natural Wonders of the World, and the only one of these in Africa. It is therefore a tourist icon for the two States Parties and for Africa as a whole

Mosi-Oa-Tunya/Victoria Falls as a Tourism Icon

Tourism is a multi-faceted, complex industry facing many challenges in developing and retaining its place in the highly competitive global market. To succeed in today's world, tourism businesses, institutions, and States Parties need to understand global tourism market trends and promote their destinations environmentally, socially, and economically (JSTP 2018:2). Despite differences in national legislative systems, national interests, Traditional Management Systems (TMS), and cultural dimensions (including how the two States Parties uphold the 1972 World Heritage Convention and Operational Guidelines), the two States Parties have been endeavouring to create a harmonious environment for the protection and management of this Natural Wonder for all humanity. However, the site has remained underdeveloped, lacking recent tourism infrastructures such as hotels and restaurants. Some of the existing hotels are old with limited bed space and cannot compete on the global market, and neither Zambia nor Zimbabwe have modern international conference facilities befitting the destination. States Parties must now identify key target market opportunities and develop sustainable tourism approaches in order to deliver the high quality, unique, innovative products and experiences that consumers are looking for (JSTP 2018:3). However, States Parties are uncertain about how to implement SD and conserve Outstanding Universal Values without compromising their cordial relationship. Understanding the concept of SD and its implementation has been and remains a challenge at the site.



The Legislative Framework: ZAMBIA and ZIMBABWE

Since the 1930s, the States Parties of Zambia and Zimbabwe have protected the Mosi-Oa-Tunya/Victoria Falls as a National Monument using legal instruments. These are aimed to protect both the cultural and natural values embedded on the property (Makuvaza 2012:43) until it was declared a World Heritage Site in 1989.

National Legislation framework - ZAMBIA

The management of the Mosi-Oa-Tunya/Victoria Falls World Heritage property on the Zambian side is under the control of the Ministry of Tourism and Arts (MOTA). The National Heritage Conservation Commission is a government institution under MOTA charged with the responsibility for identifying, conserving, and managing all Zambia's culture and natural heritage (NHCC Act No.173). Zambia has a well-developed legal policy and institutional framework to regulate economic activities that have an impact on the natural environment. Any potential investor is required to secure operating licenses from different institutions responsible for administering the following pieces of legislation: the Zambia Environ-

mental Agency Town and Country Planning Act; Public Health Act; the Zambia Wildlife Act; the Forests Act; the Energy Regulation Act; Information and Communication Technology Act; the Fisheries Act; the Lands Act; and the Mines and Minerals Development Act. The National Development agenda is guided by the Vision 2030; the Poverty Reduction Strategy; the Seventh National Development Plan (7NDP); the National Tourism Policy of 2015; and the Zambia Development Agency Strategic Plan 2018-2021. Some of these legal instruments informing site management require review, and the process of obtaining permission to develop should be made shorter and more manageable.

National Legislation framework – ZIMBABWE.

On the Zimbabwean side, the Zimbabwe Tourism Authority (ZTA) is the implementing arm for the Ministry of Environment, Tourism, and Hospitality Industry, and is informed by key Government blueprints, particularly: the Zimbabwe Programme for Socio-Economic Transformation (ZIMPSET); previous economic blueprints such as the Short Term Economic Recovery Programme (STERP I), STERP II, the Medium Term Plan (MTP), and the Zimbabwe Agenda for Sustainable Social-Economic Transformation (ZI-

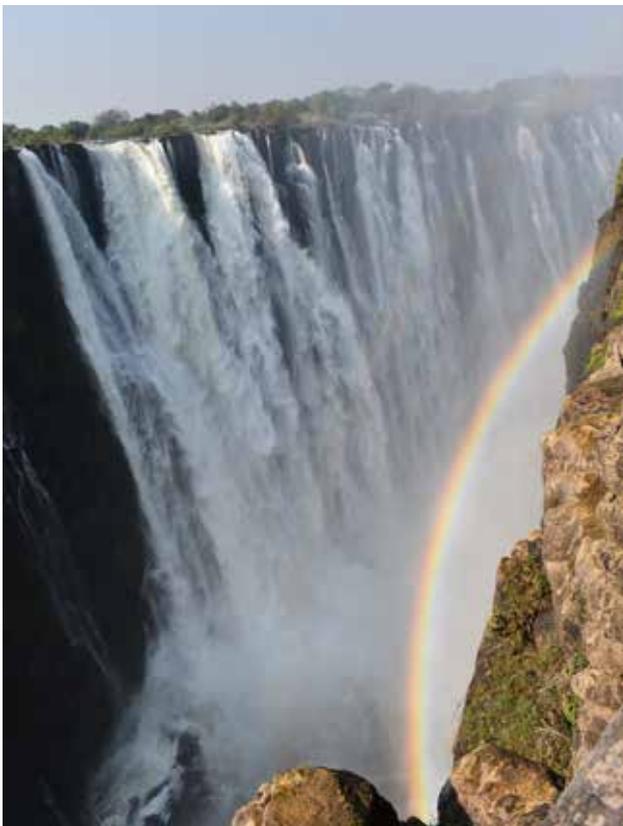
MASSET); and the current governmental Transitional Stabilization Programme (TSP) 2018-2020. The Zimbabwe Parks and Wildlife Management Authority (ZIM-PARKS) are responsible for managing the Mosi-Oa-Tunya/Victoria Falls World Heritage property on behalf of the State Party. Unfortunately, these policies and legal frameworks are disharmonious and in some cases piecemeal with a fragmented approach to legal issues. Additionally, some relevant Acts require review.

Regardless of the legislative context, the set goals of the site have occasionally created inter-state conflicts. Some of the goals are not congenial to both States Parties, which have been closely monitoring each other while upholding the Outstanding Universal Values. For the

purposes of maintaining a cordial relationship, issues of tourism development have been handled carefully. However, this has left the site underdeveloped in terms of tourism infrastructure and activities.

The States Parties are each faced with unique challenges regarding SD. Institutions charged with the responsibility for managing the property find themselves disagreeing on issues relating to tourism development pressures. For instance, when a private company on either side submits a tourism business proposal, institutions mandated to protect the property have been inflexible on conserving and protecting the OUV of the property as prescribed by the WH convention. While it is understood that not all project proposals can go ahead, the Joint Integrated Management Plan (JIMP) provides guidance on what development is acceptable, given the social and economic needs of the site and the people living nearby. As a result of not understanding the role of SD at World Heritage Sites, sites have remained underdeveloped thereby not attaining their full potential.

Management Plans



Joint Integrated Management plan (JIMP) 2018-2022

In line with the Operational Guidelines of the 1972 Convention, and with reference to the protection of Cultural and Natural Heritage, the States Parties of Zambia and Zimbabwe have developed and implement the Joint Integrated Management Plan 2018-2022 as a guide for the sustainable protection of the site's OUVs, enabling local communities and tourists to enjoy its natural splendour. The five-year plan is reviewed periodically by the two States Parties after consultations with stakeholders and communities at large, and is actively used to guide management operations and development proposals in different zones. Despite having this principal document in place, uncertainties still arise when States Parties are faced with tourism infrastructure development proposals.

Joint Sustainable Tourism Plan (JSTP) 2017

To effectively manage and conserve the natural and cultural values of the Mosi-Oa-Tunya/Victoria Falls, a Joint Sustainable Tourism Plan is being developed to guide the tourism development and marketing of the destination by the States Parties. The development of this plan was guided by the JIMP 2018-2022, aiming to create mutual benefits from tourism for the local communities while promoting landscape-level ecosystem management and trans-boundary initiatives to mitigate negative impacts (JSTP 2018:1). Further, the plan proposes tourism infrastructure and activity developments aimed at global tourism markets (JSTP 2017:2). It is yet to be completed and implemented by the two States Parties.



Joint Sustainable Financing and Business Plan (JSFBP) 2019

The Joint Sustainable Financing and Business Plan focuses on creating multiple income streams to aid the protection of site's OUVs and to increase the socio-economic benefits of conservation for local communities (JSFBP 2019:6). It addresses issues of benefit sharing with communities living on and around the property, and endeavours to identify the "community" to be included in the management of the site and to actively participate in its day-to-day conservation (JSFBP 2019:1). The plan is yet to be completed and implemented by the two States Parties.

Sustainability and Tourism: Social and Economic Impacts.

Tourist interest in the transboundary property has been increasing over the years. In 2016 the property recorded an annual average of 417,372 tourists; in 2017 the property recorded an average of 467,408 tourists; and 2018 it recorded an average of 463,578 tourists (all including both international and local tourists). The increase in these numbers between 2016 and 2017 (12%) may be attributed to marketing efforts and product development at the property, albeit with limited resources. These numbers could be increased even further if aggressive marketing strategies were employed by the States Parties working together with the private sector and communities in developing the destination. The presence of modern tourism infrastructure and enhanced product development including quality services would improve end results.



The Joint Management Structure of the Property

To effectively manage the property, the States Parties of Zambia and Zimbabwe established a Joint Management Structure comprising of Joint Ministerial, Joint Technical, and Joint Site Management committees established following technical guidance from the World Heritage Centre and UNESCO Advisory bodies. The committees have different mandates and terms of references focused on implementing the Joint Integrated Management Plan 2016-2022, the 1972 World Heritage Convention, and the related Operational Guidelines.

i. The Joint Ministerial Committee

The Joint Ministerial Committee is comprised of Ministers responsible for managing tourism in their respective countries. It is supposed to meet once a year to deliberate on issues affecting the property. However, it has often been a challenge for the committee to organise meetings because Ministers from both countries change so rapidly. The functional absence of this committee has therefore left a number of important policy-related issues unattended to, such as the completion and implementation of the Joint Tourism Sustainable Plan and the Business Financing Plan.

ii. The Joint Technical Committee

The Joint Technical Committee comprises institutional principals and technocrats from both States Parties. It analyzes policy issues and advises Ministers and the Joint Site Management Committee on best conservation and management practices, and responds to issues raised by the World Heritage Committee. These meetings are chaired by UNESCO National Committees from both States Parties.

iii. The Joint Site Management Committee

The Joint Site Management Committee comprises stakeholders from both the private and the public sectors. It is chaired by the Site Managers from the two States Parties, and deliberates over and implements conservation and management measures upholding the OUVs of the property. Over the years, it has been a challenge to balance conservation goals presented at the 1972 World Heritage Convention against tourism development goals focused on job creation and employment. It is argued that “government organizations charged with looking after heritage in Asia and Africa are largely compelled to follow practices that have their roots in colonial times, practices which also tend to be acceptable to international organizations such as ICOMOS and UNESCO” (Ndoro and Wijesuriya 2015: 31-49). The process of implementing proposed tourism activities has been restrictive because development has been viewed as a threat to the site’s Outstanding Universal Values, thereby ignoring the community’s needs. There is a need to balance the high demand for tourism development, which would create employment for youth and women and in turn alleviate poverty, against protection of the Outstanding Universal Values. This has slowed the rate of development at World Heritage Sites in Africa.

Traditional Management Systems

In adopting the SD objectives at site level, Mosi-Oa-Tunya/Victoria Falls was one of the sites that underwent training in entrepreneurship skills in 2014 with the Centre for Heritage Development in Africa (CHDA) and the Africa World Heritage Fund (AWHF). It then facilitated the implementation of the Lwande mixed farm for the Mukuni Curio Traders Association. The programme brought together Traditional Management Systems and conventional management structures by implementing a mixed farming project. The project grew to become a success story for the Mukuni Curio Traders Association, who took up a new role as farmers and halted tree felling at the World Heritage Site. With the technical support of Agribusiness in Sustainable Natural African Plant Products (ASNAPP), curio traders (principally wood carvers) received an integrated and holistic range of services and information linking them to producers, suppliers, and buyers. Traders supplied fresh farm products to local markets such as hotels, lodges, and supermarkets. With the assistance of ASNAPP, they also supplied chili products to international markets. It became a classic example of a SD project implemented at a renowned World Heritage Site in Africa. However, the project ended due to a conflict of interests between the traditional leadership and political leaders.

Despite the initial success of the project, it was soon clogged because the Mukuni Royal Establishment (MRE) felt that the national political fraternity did not recognize its traditional leadership. The political fraternity disregarded established traditional systems and practices, thereby souring their relationship with TMS (Abungu 2016:10). The Mukuni Curio Traders were soon forced to abandon the project and began once more to fell trees. This shows how TMS plays a pivotal role in conserving and managing Outstanding Universal Values at any World Heritage Site.

Unfortunately, most legal instruments on the protection of heritage still fail to recognize TMS in the protection and management of World Heritage properties (Jopela 2010; Smith 2004). TMS are as old as humanity, providing a systematic way of managing significant social values (Abungu 2016:10). Despite TMS not being fully recognized in the 'management' structure at the Mosi-Oa-Tunya/Victoria Falls World Heritage property, it is important to acknowledge that TMS are still being practiced by the Leya people of Mukuni on the Zambian side. The people of Mukuni under Chief Mukuni regard the Mosi-Oa-Tunya/Victoria Falls World Heritage property as a sacred religious site associated with rainmaking, fertility, and cleansing (Mcgregory 2003:718). It is also the abode of the river god Leza¹ (Zulu 2008: 29).

African heritage laws generally inherited from colonial times tend to define heritage as the physical fabric of places, such as monuments, antiquities, and relics (Ndoro 2007:17, Zulu 2008:8), omitting the intangible values and TMS which give them meaning. As a result, heritage practices such as TMS, the threads that hold together site significance, have often been allowed to slip away.

1. Leza is a traditional name for God, or 'the all-superior one'.

Localization of SD Policy at the Site

While Sustainable Development Goals have been implemented in one way or another at the Mosi-Oa-Tunya/Victoria Falls World Heritage Site, there is still a need for the States Parties to strategically deploy them in aiding property development while enhancing benefits for local communities. The management of heritage properties has been evolving over time. It now embraces the introduction of SDGs, highlighting a shift from focusing on conservation and management of OUVs to providing opportunities for communities to fully benefit from their property. This can be achieved by identifying and engaging private/public partnerships in the management of the site. This can not only obtain monetary gain for the communities, but can also provide people with a sense of ownership in managing the property, thereby upholding its values. Heritage is meant not for governing institutions, but for the people. By promoting local and international tourism investment in the site, the community would benefit through employment, provision of services to tourists, and many different commodities and services.

Conclusion

The Mosi-Oa-Tunya/Victoria Falls World Heritage Site is one of the most important transboundary properties with untapped tourism potential. It possesses all the qualities and attributes needed to attract double the patronage of both local and international tourists it currently receives. However, to achieve this the two States Parties of Zambia and Zimbabwe must understand and acknowledge that tourism is not static. Instead, it evolves and requires energetic engagement and application in order to maintain its position on the competitive global tourism market. The States Parties need to develop and implement a Joint Tourism Policy integrating conservation and SD at the property. This would guide the tourism infrastructure development, tourism products, and services to be developed, while upholding OUVs and responding to community needs. The policy would ensure inter-state harmony in the management of the transboundary property.

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Contributors



Ms Haifaa Abdalhaleem had worked for IUCN more than 12 years beginning in IUCN's Regional Office for West Asia, which spans 19 countries in the Arab States and the Middle East and then moved the IUCN global World Heritage Programme under a secondment agreement to the Arab Regional Centre for World Heritage (ARC-WH) based in Bahrain. She has extensive experience in capacity building and the provision of quality technical advice on all aspects of natural World Heritage in the region including state of conservation

monitoring, protection and management, new inscriptions, strategy, interpretation and promotion, and working with local communities and community wellbeing. Haifaa has been the driving force behind the successful Tabe'a Programme and has developed a knowledge of World Heritage and the Arab States regional context, drivers, political and actors is second to none. She has worked beyond World Heritage into more broad-based environmental and conservation issues such as but not limited to protected areas management, species conservation measures. In the last 12 years of her career, she manages to produce, co-author or supervised dozens of valuable regional knowledge products. For example, but not limited to; TABE'A report I and II, the Iraqi Marshlands screening study on Potential Outstanding Universal Value, RedList assessment for the Iraqi Marshlands to support nomination preparation process and Bahrain Regional RedList Assessment. In addition to, two thematic Regional fact sheets; Marine Fact for Potential World Heritage Site in the Arab Region, Desert Landscape for Potential World Heritage. Last main document was during the 42nd committee meeting named "Rapid cultural inventories of wetlands in Arab states".



Ms Alice Biada is a Senior Inspector of Documentation and Sub director of Tangible Cultural Heritage in the Ministry of Arts and Culture. She is also the Focal Point of World Heritage – Cameroon and a member of the team for the classification of the Lake Chad Cultural Landscape on the World Heritage List as a cross-border site with Niger, Chad and Nigeria. For the past one year, she has been coordinating the team in charge for the elaboration of the nomination dossier of the Diy-Gid-Biy Cultural Landscape (Cameroon). As

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Dr Albino Jopela is the Head of Programmes at the African World Heritage Fund. He has a Doctoral degree in Archaeology from the University of the Witwatersrand in South Africa where he is currently a Research Fellow. He was a lecturer of Archaeology and Heritage Studies at the University of Eduardo Mondlane (2008-2017) and associate researcher at Kaleidoscopio (Research in Public Policy and Culture) both in Mozambique, and World Heritage Advisor to ICOMOS (International Council on Monuments and Sites) between 20015-2018. His professional interests include heritage management (custodianship) systems, intangible cultural heritage, rock art conservation, heritage sociopolitics, liberation struggle heritage in Africa <https://eduardo-mondlane.academia.edu/AlbinoJopela>



Professor Sophia Labadi holds a Chair in Heritage and Archaeology at the University of Kent (UK) and is also an AHRC (Arts and Humanities Research Council) Leadership Fellow on the project '[Rethinking Heritage for Development: International Framework, Local Impacts](#)'. She regularly acts as consultant for international organisations on projects and policy-making on culture and is part of the ICOMOS task force on the SDGs. Professor Labadi has widely written on issues of heritage and (sustainable) development, including *The Cultural Turn in International Aid* (Routledge, 2019); *Museums, Immigrants and Social Justice* (Routledge, 2017), *Urban Heritage, Development, and Sustainability* (Routledge, 2015, with W. Logan) and *Heritage and Globalisation* (Routledge, 2010, with C. Long).



Ms Christabel Maombe is an Assistant Conservation Anthropologist and works for National Heritage Conservation Commission in Lusaka, Zambia. Christabel was born in Zambia on 2nd March 1975. She graduated from the Livingstone Trades Training Institute in 1995 with a Certificate in Shorthand Typewriting and joined the National Heritage Conservation Commission as a Personal Assistant to the Director. She enrolled with the National Institute of Public Administration in 2006 and graduated with a Diploma in Management Studies and later from the University of Zambia in 2011 with a Bachelor of Art Degree. In 2011, Christabel was raised to a new position of Assistant Conservation Anthropologist, the position she holds today. Her main line of duties include heritage Identification, Registration and Documentation; Heritage Conservation which include carrying out regular routine and preventive maintenance of heritage site; Information Dissemination of Heritage Heritage Protection and Heritage Monitoring. Christabel has further trained as a trainer of trainers in "Documenting of Intangible Cultural Heritage" and is currently a member of the National Committee for Intangible Cultural Heritage under the auspices of UNESCO. She also participated in the preparation of the Barotse Plain Cultural Landscape World Heritage Nomination Dossier.



Ms Gertrude Mamotse Matswiri is an archaeologist and a Heritage Manager with 11 years' experience working in the field of heritage management. She works at the Botswana National Museum & Monuments as Principal Curator II in the Division of Archaeology & Monument Development and for the past 9 years she was responsible for the management of heritage in the North West Region which include two World Heritage sites, Tsodilo Hills and Okavango Delta and Makgadikgadi Pans Cultural Landscape, Gcwihaba Caves National Monument and Chobe-Linyanti

system which are on the National World Heritage tentative list. She is an expert on World Heritage issues focusing on the nature/culture/people approach to management of World Heritage properties and heritage in general, development of nomination dossiers, preparation of state of conservation reports, sustainable development at heritage sites, in particular having worked on the management and conservation of the Tsodilo Hills World Heritage site, Okavango Delta World Heritage site and Makgadikgadi Pans Cultural Landscape. She has worked with communities in the North West Region, in Tsodilo, Okavango Delta and Makgadikgadi in implementing management plans for sustainable development and management of heritage sites for the benefit of local communities. She has vast experience in working with stakeholders at Regional and International level on management and conservation of World Heritage Properties and dealing with transboundary natural sites such as the Cubango-Okavango River Basin. She holds a Bachelor's Degree in Archaeology (1996), Post Graduate Diploma in Education (1997) from the University of Botswana and Master of Philosophy in Archaeology (2017) from University of Cape Town, with a research focus on the management of the Okavango Delta World Heritage site.



Mr Mc Phillip Rozary Mwithokona is studying Bachelor's Degree of Arts in Community Development at Blantyre International University in Malawi. He has a Diploma in Wildlife Management which he got it in 2000 at African Wildlife Management College in Tanzania. He has worked on the position of the Site Manager for four years. He joined the Department of National Parks and Wildlife in 1994 where he has worked on various positions. He has been attending International Forums for World Heritage Site in Africa and Asia. He attended the Regional Forum for nomination of World Heritage Site that was held in Johnhasberg, South Africa in 2014, Site Manager Forum and World Heritage Convention in Manama, Bahrain in 2018 and he attended Regional Meeting for African Transboundary Cooperation for effective management that was held at Mount Nimba Strict Nature Reserve, Cote d'Ivoire, 2019. During Cote d'Ivoire meeting he made a presentation titled "Lake Malawi National Park World Heritage Site linked with Key Biodiversity Areas of Lake Malawi/Niassa." This presentation looked at the importance of extending management and conservation of cichlids fish species outside LMNP World Heritage Site. He participated in the development of the Lake Malawi National Park World Heritage Site Management plan, Fish Monitoring Protocol, Disaster Risk Management Plan. He has worked with National and International Organizations in the USAID Project for Fisheries Integrated management the establishment of Climate Change resilient management areas around the Eastern and Western Arm of Lake Malawi. He is very much interested to work with individuals and Institutions in the preservation, conservation and management of cultural and natural heritage sites for the present and future generation.



Dr Pascall Taruvinga has a Doctoral degree in Archaeology from the University of Cape Town in South Africa, and he is the Chief Heritage Officer for Robben Island World Heritage Site (South Africa) since 2013. A member of several heritage A heritage practitioner with extensive experience in archaeology, heritage management and implementation of the UNESCO Conventions and related intergovernmental programmes at national and international levels. Has extensive experience in museology, community programming, heritage tourism, strategic planning, capacity building, stakeholder management, liberation heritage, rock art, World Heritage and conservation at different sites. An advocate for sustainable socio-economic development and community participation at heritage sites. PhD studies on stakeholders, conservation and sustainable development. A member of several national and international heritage professional associations and committees. Has also published on heritage issues and is currently the Chief Heritage Officer of Robben Island World Heritage site in Western Cape, South Africa.



Mr John Zulu is the Site Manager of the Mosi-Oa-Tunya/Victoria Falls World Heritage site, a trans-boundary site co-managed by the States Parties of Zambia and Zimbabwe. The property was declared as a World Heritage Site in 1989 recognizing its unique geological, geomorphological and outstanding aesthetic values under criteria vii and viii. As Site Manager, John is responsible for the conservation and administrative structures of the Site. Under conservation, John works closely with the 2016 Integrated Joint Management Plan and the 1972 World Heritage convention in upholding the site values. This among other activities involves monitoring site values and carrying out appropriate conservation activities. Regarding site management, John supervises 18 members of staff comprising of; Site attendants, Site cashiers, Conservation assistants and State Security personnel. In ensuring peace and harmony among stakeholders providing tourism products and services at the World Heritage property, Mr. Zulu closely works with more than 20 different stakeholders including local people of Mukuni, hotel and hospitality industry, education and research institutions, government institutions to mention a few. As a co-chairperson of the Joint Site Management Committee, Mr. Zulu is responsible for organizing joint planning meetings, coordinate conservation programs aimed at upholding site values with the State Party of Zimbabwe.