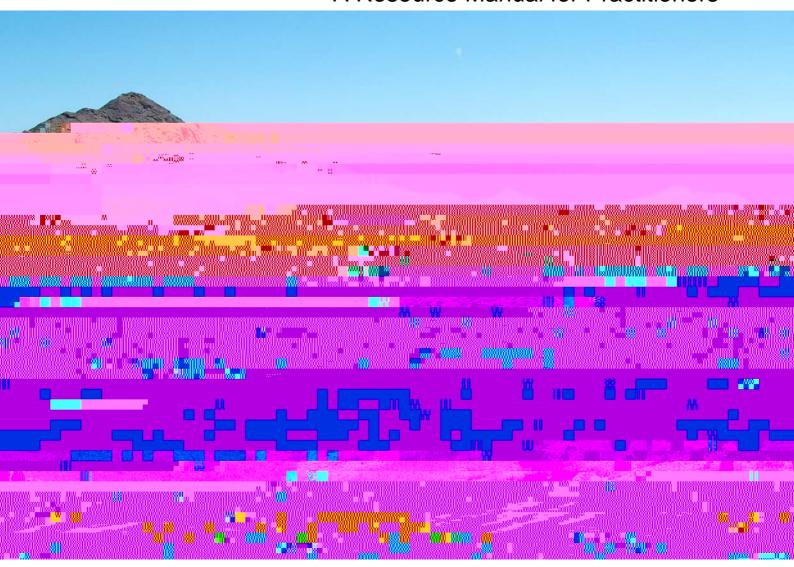
Management Planning for Natural World Heritage Properties A Resource Manual for Practitioners



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Management Planning for Natural World Heritage Properties A Resource Manual for Practitioners

Produced by the IUCN Programme on Protected Areas

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Management Planning for Natural World Heritage Properties

A Resource Manual for Practitioners

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Foreword

World Heritage properties are some of the most unique places on our planet because of the range of outstanding and unique natural or cultural features and values that they contain. Like anything precious these places need to be protected and cared for responsibly. Good planning linked with effective management can achieve this.

The purpose of this manual is to help those responsible for managing World Heritage properties with natural values by suggesting what they need to think about when producing a management plan for their property. What this manual does not recommend however is a single blueprint for the preparation of a World Heritage management plan, nor does it set out rules or provide solutions to individual management problems. What makes it different however is that it builds upon the guidance which already exists about preparing management plans and focuses on those specific issues which need be taken into account within World Heritage properties. The manual should therefore be used as tool kit to help answer the question: "What makes a successful World Heritage management plan?" and also serve as a directory to resources that will help achieve successful management planning.

This manual has been produced based on the experience in and knowledge of protected area management planning within IUCN and its World Commission on Protected Areas (WCPA); including IUCN's involvement in supporting the preparation of management plans for World Heritage properties. A draft of the manual was tested in a Training Workshop on World Heritage management planning held on the Isle of Vilm, Germany, in 2006, and has benefited from comments from a series of expert reviewers. It is seen as a first step towards a manual on the wider work of managing World Heritage properties.

In addition to producing this manual, IUCN remains committed, within its available resources, to supporting States Parties and other key stakeholders seeking additional information or advice about management plans for World Heritage properties through the network of World Heritage experts within the WCPA. This support can be more readily be made available however, if eligible States requiring assistance seek this through the mechanism of an International Assistance Request to the World Heritage Fund¹, or raise funding from other such sources.

1. Introduction

Protected areas cover more than 12% of the Earth's surface. These areas represent one of the principal means by which the world's biological diversity, its ecosystem services and its cultural heritage are conserved. A select number of these areas are of such global importance that they are recognised as being of Outstanding Universal Value under the World Heritage Convention. Around 8%, by surface area, of all the world's protected areas enjoy World Heritage status. Collectively these irreplaceable areas provide a means of passing on the world's unique natural and cultural heritage values to future generations.

Those responsible for World Heritage properties have a common responsibility to ensure that they are protected not just in law but through effective management. Management plans provide a valuable means of doing this, and such plans or other documented management systems are a requirement for all World Heritage properties. This resource manual has been produced to assist all those involve in managing natural World Heritage properties in the preparation of effective management plans.

The manual is organized in six sections:

- Section 1 provides an introduction to the manual (this section).
- <u>Section 2</u> reviews the <u>context</u> for World Heritage management planning for natural World Heritage properties.
- <u>Section 3</u> suggests the <u>guiding principles</u> for the preparation of a management plan for a natural World Heritage property.
- <u>Section 4</u> reviews the <u>key stages</u> in producing a management plan.
- Section 5 suggests the contents for a management plan.
- Section 6 provides a list of references and further reading.

Who will this manual help?

This manual is designed to help those responsible for preparing or training others to prepare, review and update management plans for natural World Heritage properties.

Why is a management plan important?

A management plan is important because it can:

- Focus management thinking and effort on delivering the requirements of the World Heritage Convention.
- Provide a clear and concise statement of how and why the values and integrity of a property will be safeguarded, managed and improved.
- Set a framework for all the activities within the property for the next 5-10 years, in the context of a

communication, and monitoring and evaluating management activities. Most of all, a well produced and comprehensive management plan helps reduce and even overcome conflict, by enabling local people to understand and become more involved in the management of World Heritage areas. Management plans should form part of an iterative planning process that ensures the plan remains relevant and addressed to the current issues related to the property.

Who benefits from World Heritage management plans?

World Heritage management plans provide a focus for the creation and strengthening of the partnerships needed to safeguard the values and integrity of World Heritage properties. They are therefore of interest not only to those responsible for the management of World Heritage properties but also those who influence or have an interest in their future. This includes:

- Politicians with influence or interest in conservation.
- Those who allocate resources and staff.
- Those who live in or use the property.
- Those responsible for monitoring and reporting environmental change.

A Framework for Management Planning of **Natural World Heritage Properties**

This section summarises the framework within which management planning in natural World Heritage properties operates. In the first place it is important to note that World Heritage properties are in most cases planned and managed in a way that should be little different to any well managed protected areas. Protected areas are defined by IUCN as:

A clearly defined geographical space, recognised, dedicated and managed, through legal or other effective means, to achieve the long-term conservation of nature with associated ecosystem services and cultural values.

The world's network of protected areas plays an important role for global society in achieving the protection of nature, and by contributing to sustainable development through helping provide livelihoods and contribute to economies in ways that respect their fundamental conservation values. Instruments such as the Millennium Development Goals (MDGs)³ and the Programme of Work on Protected Areas (POWPA) of the Convention on Biological Diversity (CBD)⁴ set a broader framework for the role of protected areas.

Management of protected areas is a continuous and adaptive process. Planning is one of the critical phases of the process of effectively managing a protected area or World Heritage property (see Figure 1); however, management planning is involved in and contributes in some way in all the parts of the process. IUCN and WCPA already provide extensive guidance on management planning for protected areas within their series of best practice guidelines for protected areas. Key titles in this series and other relevant resources are listed in Section 6 of this manual and all the guidelines are available on the IUCN WCPA website⁵.

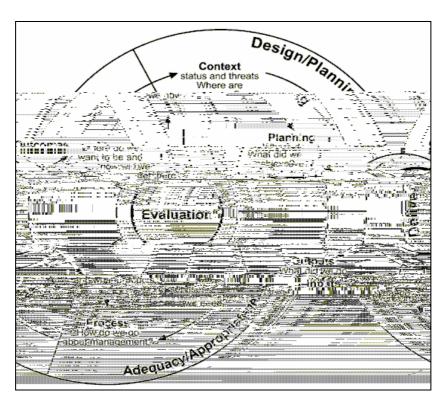


Figure 1: The WCPA Framework for Assessing Management Effectiveness of Protected Areas (Hockings et al. 2006).

Dudley, N. (ed.) (2008): Guidelines for Applying Protected Area Management Categories. IUCN, Gland, Switzerland.

³ http://www.un.org/millenniumgoals/

http://www.cbd.int/protected/

http://cms.iucn.org/about/union/commissions/wcpa/wcpa_resources/wcpa_bpg/index.cfm

In addition to the expectation of meeting best practice in protected area management, there are also a number of special issues to management planning for World Heritage properties. These requirements relate to the responsibilities set out in the Operational Guidelines for the Implementation of the World Heritage Convention⁶. Any World Heritage management planning should be carried out with reference to the Operational Guidelines.

The obvious first requirement relates to the fact that World Heritage properties have been recognised as being of Outstanding Universal Value (see Box 1) and fulfilling the relevant conditions of integrity and protection and management. These high standards of the Convention have to continue to be satisfied, and a long term responsibility to safeguard the values and integrity of World Heritage properties rests with the guardians of these unique areas.

The Outstanding Universal Value of a World Heritage property is defined against a series of specific criteria (see Box 2). This means that certain values of the property are identified for special consideration within the World Heritage Convention because of their global significance. It is important to be clear about the specific values of a property that are the basis for its recognition as a World Heritage property and make special provision for their protection and management. There are also particular requirements for monitoring and reporting on these values to the UNESCO World Heritage Committee. However, natural World Heritage properties will normally contain other values that are important at regional, national or local levels. Natural properties also normally demonstrate cultural values of at least local significance. Although Outstanding Universal Value has a particular emphasis in the management of a World Heritage property, it is therefore important to not manage the property only for its Outstanding Universal Value but to consider all of its values, whether the basis for World Heritage listing or not.

Adequate protection and effective management is also an expectation for all World Heritage properties, and it is a requirement for World Heritage properties to have a management plan or other documented management system (see Box 3)⁷. Natural World Heritage properties are also expected to fulfil relevant conditions of integrity, with integrity being understood as a measure of the wholeness and intactness of the natural heritage (see Box 4).

Because World Heritage properties are often the flagships of a nation's protected area system and a focus for international attention, it follows that there is an additional reason why their protection and management should have the highest level of commitment from the relevant State Party. The production of a comprehensive management plan demonstrates this commitment and the fulfilment of a wider responsibility to the international community.

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⁶ http://whc.unesco.org/en/guidelines/

⁷ It is normally an expectation that a management plan will be provided but it is recognised that other documented management systems may also meet the requirements of the Convention.

Box 4: Conditions on integrity for World Heritage properties (from Operational Guidelines)

88. Integrity is a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes. Examining the conditions of integrity, therefore requires assessing the extent to which the property:

- a) includes all elements necessary to express its outstanding universal value;
- b) is of adequate size to ensure the complete representation of the features and processes which convey the property's significance;
- c) suffers from adverse effects of development and/or neglect.

90. For all properties nominated under criteria (vii) - (x), biophysical processes and landform features should be relatively intact. However, it is recognized that no area is totally pristine and that all natural areas are in a dynamic state and to some extent involve contact with people. Human activities, including those of traditional societies and local communities, often occur in natural areas. These activities may be consistent with the outstanding universal value of the area where they are ecologically sustainable.

91. In addition, for properties nominated under criteria (vii) to (x), a corresponding condition of integrity

A further point of emphasis is that World Heritage properties are often accompanied by an expectation of attracting visitors as part of the reason for nomination. The World Heritage Convention also carries with it a duty on States to not only conserve and protect their World Heritage properties but also to present them. This also implies engagement with visitor management, tourism, education and interpretation in ways that meet the public expectation of quality that should be provided to a visitor to a World Heritage property. The World Heritage Emblem provides a brand that should convey this quality.

Because of the differing political structures, social circumstances, institutional and legal procedures which exist around the world, not surprisingly a broad range of planning approaches, methods and models exist for the management of World Heritage properties. Despite this, to satisfy the requirements of the Convention, those responsible for World Heritage properties must be able to demonstrate:

- that long-term protection is in place to ensure that the property's Outstanding Universal Value and integrity is safeguarded.
- that adequate long-term legislative, regulatory and/or customary measures and an effective means of enforcing them, exist for the property.
- that the boundaries of the property adequately reflect the values of the property (for biodiversity World Heritage properties these should reflect the spatial requirements of the habitats, species or communities, and ecological processes that provide the basis of their significance and integrity).
- that where required, an adequate buffer zone exists around the property with complementary regulations which ensures that the values of the property are not adversely affected by external forces. If a buffer zone is not considered necessary, it should be demonstrated that alternative means to protect the values of the property from external factors are in place.
- that an effective management plan is in place which addresses the management response to all
 pressures and issues facing the property and defines ways to minimise or overcome them, and
 where appropriate to provide benefits to communities and visitors in ways that protect the important
 values of the property.

In summary, management plans for World Heritage properties are therefore both a tool to protect the property and also a useful instrument to help States Parties implement the World Heritage Convention.

3. Guiding Principles for World Heritage Management Plans

Although there are special issues as noted in Section 2, preparing a management plan for a natural World Heritage properties is in principle little different to producing one for any other protected area. The context for a management plan will however vary, from some properties having a sophisticated and long established conservation tradition, to others where little management expertise or activity exists. If the area is populated, the emphasis of management will be different to wilderness areas. In certain instances a management plan may need to focus on the processes of mediation or conflict resolution whilst in others the science of habitat management may be the primary focus. Some sites may already have management plans, in others little may exist and a strategy document may be needed to justify the allocation of appropriate resources to manage the property.

The form and content of a management plan for a World Heritage property will therefore be determined by the nature, maturity and effectiveness of the management system which currently exists at the property.

No matter what the differences, there are always a series of issues which must be addressed and reflected in the core principles which underpin the plan: how the outstanding values of the property will be protected and its integrity safeguarded. No matter what the local circumstances, the production of any management plan, involves two complementary tasks; the process and its contents.

The process of preparing the plan

Preparing a management plan involves thinking about and developing ways of ensuring:

- Active participation by all key stakeholders and the wider community.
- That all stakeholders understand the characteristics, natural values, integrity and functioning of the property and its surroundings.
- Shared information on the information, agendas and expectations of all the different stakeholders as a basis for a shared vision and objectives, before actions are determined.
- Shared ownership and support exists for the approaches and actions required to safeguard the property.
- Delivery of the plan is shared as necessary between all the relevant authorities and stakeholders.
- Management effort and effectiveness is based on a continuous cycle of planning, implementation, monitoring and evaluation.
- That the plan becomes a means to an end and not an end in itself so that the required management action is achieved.
- That the plan achieves support within the protected area managing body as a whole, bringing together all of the staff and internal stakeholders into a common way of working and programme of activities.

The contents of the plan

If a World Heritage management plan is to be both credible and effective in relation to the requirements of the World Heritage Convention, its contents must:

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4. Key Stages in Preparing a Management Plan

Completing a comprehensive World Heritage management plan involves a number of different stages. Each of the suggested stages should be adapted to suit local circumstances and in most instances the outcomes of one should inform the next. The exception in this sequence is public engagement which is necessary throughout the process with the techniques used varying according to the stage of the process. The key stages in producing a management plan can be thought of as follows:

- Stage 1: Getting started and planning the work.
- Stage 2: Understanding the property's characteristics and its natural values.
- Stage 3: Deciding who should be involved and when.
- Stage 4: Agreeing a vision for the property and setting management objectives.
- Stage 5: Examining management options.
- Stage 6: Agreeing management policies.
- Stage 7: Agreeing management actions.
- Stage 8: Consulting on and approving the plan.
- Stage 9: Monitoring the plan.
- Stage 10: Reviewing the plan.

The following sections give guidance to implementation within each of these stages.

Stage 1: Getting started and planning the work

Fail to prepare; prepare to fail

How a management plan is prepared is as important as its contents. The pathway used to produce a plan therefore provides opportunities to clarify and understand the special values of a World Heritage property as well as identifying the specific needs and challenges facing that area. Information in IUCN's evaluation of the property at the time of its inscription on the World Heritage List can provide a valuable insight into these values. The process of preparing a plan also enables support and commitment to be created for the necessary management action to safeguard the World Heritage property's outstanding values from the range of interested parties.

A management plan is not a fixed event or an end in itself, but an ongoing relationship between the World Heritage property, those who manage it and all its partners. Only when a plan functions like this, will everyone share the same sense of ownership of the property and for the management decisions and actions which affect it. Preparing an effective plan therefore requires continual collaboration between all the interested parties, with an emphasis on integrated thinking and partnership action.

Planning this work is essential before commencing. Once the decision has been taken to produce a management plan for a World Heritage property, it is important to decide how it will be done and who will be responsible for the work. Establishing a team to undertake and guide this task, under the leadership of someone with experience in coordinating the skills of different individuals is always a first step in the process.

⁸ IUCN's evaluations are all available on the World Heritage Centre's website: http://whc.unesco.org/en/list/ within the page for each individual property.

Because every property is different, each will require specialists having different skills. The key competences which should ideally be brought together in a multidisciplinary team include those who collectively have:

- Detailed local knowledge of the property and its natural and cultural values.
- A scientific understanding of the ecosystem services in the area.
- An understanding of the social and economic issues which affect the property and its surrounding landscapes, and the property's ability to provide benefits to local communities.
- Abilities in business planning including preparing costed programmes of actions income budgeting.
- Skills in communicating effectively (both in writing and orally).
- Expertise in information management.
- Negotiating / advocacy and facilitation skills.
- Political sensitivities and an ability to build rapport and credibility with others.
- Flexibility / tolerance and a willingness to recognize and understand the needs of others.
- Project management skills.
- Vision and realism.
- Facilitation skills to engage stakeholders.

The initial task of those in a planning group should be to develop a brief for the plan which will:

- Define the scope of the plan's preparation and agree how this task will be done.
- Assess and assemble the skills needed.
- Agree a programme for the plan's preparation and match this with any time limitations and the skills

All World Heritage properties should already have information about their specific characteristics, and a first requirement is to understand the documented basis of the properties inclusion on the World Heritage List. The Operational Guidelines expect this to be set out in a Statement of Outstanding Universal Value, setting out the values in relation to the relevant World Heritage criteria, integrity (and authenticity for cultural properties), and commenting on the key aspects of protection and management. However, this requirement has only been in place since 2005, so the majority of World Heritage properties do not have such a statement. They may have a statement of significance, reflecting the values of the property, or in many cases may have no statement. The IUCN evaluation at the time of inscription and the accompanying Committee decision provides the key source of documentation of the Outstanding Universal Value of the property. More information on Statements of Outstanding Universal Value including guidance on how write one is provided in the companion volume to this manual: *Natural World Heritage Nominations: a Resource Manual for Practitioners*

Stakeholder involvement does not however mean that identifying objectives and priorities is entirely open and that anyone can insist on any outcome they please. All World Heritage properties are bound by the formal requirements of the World Heritage Convention, as set out in the *Operational Guidelines* and these must be taken fully into account by those ultimately determining the direction and outputs of the plan. At each stage of the plan-making process therefore those preparing the plan must have a thorough understanding of legal, policy and other constraints within which realistic options and decisions about the property can be made. In this way stakeholders will then be clear what is expected of them and the limits to which the integrity or values of the property can be negotiated. The successful management of a World Heritage property can certainly not be achieved through an approach that is based on trade-offs between different interests. It is much more likely to be secured through the identification and agreement of a series of common goals which secure the integrity of the property and deliver benefits through a well thought out series of policies and actions. If compromises need to be reached on difficult issues they should be based

on negotiation within such a common framework, and respecting the Outstanding Universal Value and otep1i.3(n)4be m3

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programmes for the property and/or provide the justification for the greater coordinating of work already being undertaken by others.

Although the key natural values of a property are important, few natural World Heritage properties are completely unaffected by human influence. It is therefore also important to understand the significance of the cultural, economic and social characteristics of an area and understand how these relate to, contribute to or threaten the status of the natural values of the property.

The issues and challenges facing the property

The issues, challenges and opportunities facing any World Heritage property are closely linked to its character and condition and an understanding of them is critical in developing the vision and objectives for the property. Indeed it is often the current trends and forces of change, either positive or negative, which the management plan needs to address and to respond to. The ways in which each of these affects the property will need to be considered.

Although circumstances vary from place to place, a series of recurring themes are relevant to most properties:

• The impact of other international, nat

Our World Heritage property will always be:

- a place where the unrivalled spectacle of wild nature is immediately obvious. The global importance of our unique combinations of ecosystems, habitats and species are respected and cared for by all who use and enjoy this unique area of outstanding universal importance.
- a treasured place, where everyone takes the opportunity to make it better.
- a place which is accessible to the widest range of people, in ways which do not spoil the things they come to see.
- a place where people and nature exist in harmony, where they take pride in ensuring that their heritage of traditions and land uses enhance the character of the area.

However, it is important to also bring into the vision the specific things that make the property special and be specific. The general vision above could be written for anywhere: the challenge is to make the statements in the vision locally specific, and credible and able to be believed in by the managing authority and the stakeholders in the property.

The <u>objectives</u> of a World Heritage management plan must underpin, elaborate and convey the different aspects of the vision. They should target any issues and threats which have emerged from the scoping exercise and stakeholder engagement process, particularly those which jeopardise the achievement of the vision for the property. Objectives should be realistic, reflect available human and financial resources and be time limited. They should describe the desired outputs of management and be measurable. Including objectives in this form ensures that they have a clear focus and are challenging for both the authority responsible for the World Heritage property and its partners.

A key concept that is important in considering the vision and objectives is that there are <u>limits</u> imposed by the need to conserve the property. Two concepts are suggested as helpful in supporting the principle of conservation of the values of the World Heritage property when setting a vision and objectives, and developing the management plan as a whole: the <u>precautionary principle</u> and <u>limits of acceptable change</u>.

The precautionary principle states that: where there are threats of serious or irreversible environmental damage, lack of full scientific certainty shall not be used as a reason for postponing cost effective measures to prevent environmental degradation.

Natural World Heritage properties are unique and the composition and interactions of their resources and ecosystems is complex. Activities which change this balance could have a dramatic affect on the status of the property. Incorporating the precautionary principle into the conservation objectives of a management plan provides an important way of avoiding the consequences of unpredictable actions. Hence if there are reasonable scientific grounds for believing that a new process, product or action may not be safe, the objectives of the management plan should not encourage them until convincing evidence exists to prove that the risks are small and are outweighed by the benefits.

In addition, because of the special management obligations which prevail in World Heritage properties, a complementary principle should apply when developing objectives, i.e. to consider the concept of 'Limits of Acceptable Change' (LACs) (see Box 6). Limits of Acceptable Change are designed to identify the point at which changes in the resource brought about by another management objective have exceeded levels that can be tolerated. A LAC contains 'standards' that express minimum acceptable conditions. This approach is helpful because it identifies thresholds beyond which an activity or use is no longer sustainable or will compromise the integrity of the property.

Box 6: Limits of Acceptable Change (LACs)

"...it works well in many recreational carrying capacity situations. For example, Objective 1 may be to allow access to a trail; Objective 2 may be to provide opportunities for quiet recreation. A threshold number of people on the trail has been identified as the maximum possible before quiet recreation becomes compromised (the LAC). In the case of this trail, the managers decide that Objective 2 should take precedence. If in achieving Objective 1, so many people come on to the trail that standards defining 'quiet recreation' are exceeded. Objective 2 is clearly being compromised. Since Objective 2 takes precedence, action should be taken to restrict access to the trail." (Thomas & Middleton 2003: p.37)

• **Integrity:** Maintaining the integrity of a World Heritage property is one of the key purposes of a management plan. Any deficiencies or weaknesses associated with the legal status of the property, conflicts between resource uses, encroachment problems or other issues which threats to devalue the functional relationships of the property should be addressed.

The objectives should not be identified by the above themes but should be those derived from the planning process, including scoping and stakeholder processes. While these objectives can be grouped within

framework for consistent and complementary management exists for the whole property, irrespective of whether its "parts" are in different countries or the different parts are in the same country (see Boxes 8 and

A plan should include a range of indicators which when monitored regularly will show how the status of the property's natural values are changing. The process of evaluation will then highlight whether the property is improving or not, as a result of the implementation of the policies and activities proposed by the management plan.

To monitor the success of the plan for a World Heritage property, four questions need to be answered

- What aspects of the plan should be monitored?
- What types of indicators should be established?
- How many indicators should be monitored?
- How should they be monitored (the methodologies to be used)?

Monitoring should focus on the delivery of the action plan and the achievement of the objectives. In the case of an action plan, the emphasis should be on the measurement of **outputs or activities**, so that the extent to which the actions and targets set in the action plan have been achieved becomes clear. In the case of monitoring objectives, the emphasis should be on monitoring **outcomes – the results of the outputs and activities**. Monitoring however needs to be selective to avoid overload. Similarly indicators need to be selected with care. The emphasis should be on the use of reliable indicators which are specific to the values of the property and reflect their quality as well as their quantity.

In the context of the *Enhancing our Heritage* project, WCPA and UNESCO have undertaken a significant amount of work to consider how the effectiveness of the management of World Heritage properties should be evaluated, and the results of this work have been published as a toolkit within the UNESCO World Heritage Papers Series.¹² Guidance on monitoring and evaluating management effectiveness of protected areas is also provided in Volume 14 of the IUCN WCPA Best Practice Protected Area Guidelines Series¹³, which sets out a framework for evaluating management effectiveness of protected areas.

It should be noted that there are special procedures for monitoring in relation to World Heritage properties that are included on the List of World Heritage in Danger; however, these are not discussed in this manual.

Other important issues that a World Heritage management plan should address

Specific guidance could be provided in a number of areas and further editions of this manual, or related titles, will expand on different areas. Three key areas are highlighted where the content of World Heritage management plan should pay particular attention:

- Financial and Business Planning;
- Planning for Visitors; and
- · Disaster Risk Reduction.

Financial and business planning

Lack of attention to financial and business planning can be a key weakness in protected area planning, and 13

together on the development of principles and standards for the management of tourism at World Heritage properties which should be developed by 2010. In the meantime guidance on the management of tourism at World Heritage properties is provided in the first volume of the UNESCO World Heritage Papers Series. ¹⁶

A particular issue where more attention is needed is how properties deliver a high quality of visitor experience and presentation and educational use of World Heritage properties, whilst ensuring the conservation and protection of the values of the property. This is also an area where further work is likely to be developed in the years following the publication of this manual. A specific task in a World Heritage management plan should be to consider the presentation of the property and all of the different aspects of the regulation and management of visitation, visitor use, access, education, interpretation and visitor services that should be provided within the property. A further key issue is the relationship between the property and tourism industry stakeholders who benefit from its World Heritage Status. The World Heritage Emblem is a key device that is available for use by World Heritage properties to support quality and more work is required to define how it can be used as a signal of quality within World Heritage properties. The use of the emblem is introduced on the UNESCO website 17 and property management plans should make provision to ensure that the logo is used in positive ways that reflect the rules and guidelines set for the deployment of the Emblem (see Box 10).

Disaster risk reduction

Particular attention should be paid to the management of risk in World Heritage properties, and to devise strategies to foresee and plan for disasters, reduce the risk of them happening and plan responses in the event of there occurring. An example of importance to many natural World Heritage properties is the management of invasive species and advice

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It may be helpful to divide the plan into two parts with the programme of work (action plan) separate1rBFt as

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