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CONVENTION CONCERNING THE PROTECTION OF THE WORLD CULTURAL
AND NATURAL HERITAGE

BUREAU OF THE WORLD HERITAGE COMMITTEE
Eighth session
Paris, 4-7 June 1984

Item 6 of the Provisional Agenda: Nominations to the List of World Heritage in Danger

A. Property nominated for inscription on the List of World Heritage in Danger

Garamba National Park (Zaire) (N° 136)

By letter of 21 February 1984, the State Commissioner for Environment, Nature Conservation and Tourism of Zaire requested the Director General of Unesco to consider the possibility of placing Garamba National Park on the List of World Heritage in Danger due to the critical situation of its white rhinoceros population.

It is recalled that this property was inscribed on the World Heritage List in 1980 and that the Bureau of the Committee, at its seventh session in June 1983, approved a request for emergency assistance amounting to \$40,000 for this property. Furthermore, the Bureau had asked that the Secretariat, in cooperation with IUCN and the Government of Zaire, prepare a nomination for the List of World Heritage in Danger.

The Secretariat has transmitted the letter from the Zaire Government to IUCN. The IUCN evaluation of the request to inscribe Garamba National Park on the List of World Heritage in Danger is submitted to the Bureau of the World Heritage Committee in annex 1.

B. Properties for which the Committee has requested the Secretariat to initiate the procedure for inscription on the List of World Heritage in Danger

Djoudj National Bird Sanctuary (Senegal) (N° 25)

It is recalled that the World Heritage Committee, at its sixth and seventh sessions, had suggested that the Government of Senegal should nominate this property for inscription on the List of World Heritage in Danger due to the negative impacts which the agricultural development project on the Djoudj river would have on the natural integrity of the site.

On 6 April 1984, the Director General of Unesco wrote to the Minister for Nature Protection of Senegal recalling the commitment of the Senegalese Government to safeguard Djoudj National Bird Sanctuary and asking him to consider nominating this site for inscription on the List of World Heritage in Danger and drawing up a programme of safeguarding measures. No reply has yet been received, however, the Bureau's attention is drawn to the attached IUCN report on the current conservation status of this World Heritage property (annex 2).

The Bureau might wish to note that the case of Djoudj National Bird Sanctuary was discussed at the 2nd Conference of Contracting States to the Convention on Wetlands of International Importance especially as Waterfowl Habitats, held in the Netherlands, 5-7 May 1984. The symbolic significance of this site's designation under both this Wetland Convention and the World Heritage Convention was noted and the Conference recommended that special measures be taken to safeguard the future of Djoudj National Bird Sanctuary.

Ngorongoro Conservation Area (Tanzania) (N° 39)

At its seventh session in 1983, the Committee had been informed by IUCN of the serious shortcomings in the management of Ngorongoro Conservation Area. The Committee had accordingly asked the Secretariat to communicate with the Government of Tanzania in order to initiate the procedure for including this property in the List of World Heritage in Danger.

On 6 April 1984, the Director General of Unesco wrote to the Minister of Tourism and Natural Resources of Tanzania, recalling that a contribution of \$31,950 had been provided from the World Heritage Fund for the establishment of a new management plan for this site. The Tanzanian authorities were invited to consider proposing Ngorongoro Conservation Area for inclusion in the List of World Heritage in Danger and developing a programme of safeguarding measures in consultation with Unesco.

No reply to this letter has yet been received, however, the Bureau's attention is drawn to the attached IUCN report on the conservation status of this World Heritage property (annex 3).

NOMINATION TO THE LIST OF WORLD HERITAGE IN DANGER

IUCN TECHNICAL EVALUATION

1. PROPERTY: Garamba National Park
2. LOCATION: Zaire
3. DATE PLACED ON WORLD HERITAGE LIST: 1980
4. CRITERIA FOR INCLUSION: (iii) contain superlative natural phenomena, formations or features
(iv) contain the most important and significant natural habitats where threatened species of animals or plants of outstanding universal value still survive
5. NATURE OF THREATS FACING THE SITE:

Garamba National Park is the location of the last viable population of the Northern white rhino. At the start of this century, the subspecies had a scattered distribution over a range which included much of southern Sudan west of the Nile, as well as adjoining areas of Uganda, Zaire and the Central African Republic. However, as a result of intensive poaching throughout its range over the past two decades, the Northern white rhino has been brought to the verge of extinction.

A detailed survey of the status of the Northern white rhino has recently been completed by Dr. A.K.K. Hillman in conjunction, for the survey work in Garamba, with Dr. M. Borner of the Frankfurt Zoological Society. The ground survey work in South Sudan has shown that the White rhino is now in such low numbers that there is little hope of conservation in situ. There is no indication that the situation is any better in the CAR or Uganda. In Garamba, the aerial and ground surveys indicated that between 15 and 20 rhinos remain, confined to a fairly localized area in the south-west of the park. The only hope for their survival in situ is an immediate and concerted effort to upgrade the anti-poaching capability and the restoration of law enforcement in the park.

Not only the rhino has suffered as a result of increased poaching in Garamba in the last few years. In 1976, the FAO survey team estimated a total of c. 22,000 elephants in the park. The March 1983 census showed that this total had been reduced to c. 8,000 elephants, with a further 1,570 in the surrounding hunting reserves. One area of very fresh elephant poaching was found on the western border of the park. The majority of live elephants were concentrated to the south of the Garamba river at a density exceeding 3.5 sq km.

6. OUTLINE OF CORRECTIVE MEASURES REQUIRED:

In collaboration with IZCN, IUCN is currently implementing a broad rehabilitation programme in Garamba, with funding provided by the World Wildlife Fund, the Frankfurt Zoological Society and the World Heritage Fund of Unesco. The main objective of this programme is to provide, as a matter of urgency, the technical expertise, equipment and anti-poaching supplies necessary to reinforce the law enforcement capability and to restore park management practices in the park.

Two expatriate advisors, a Senior Management Advisor and a Technical Specialist, have already been recruited and took up their duties at the beginning of March 1984. The senior management advisor has primary responsibility for advising the Conservator

of Garamba in the day-to-day management and administration of the park. The technical specialist is responsible for advising and assisting the park staff with the repair and maintenance of roads, airstrips, ferries, buildings, vehicles, and in the restoration and re-equipping of the park's workshops and stores system.

Equipment. Efforts will also be made to provide radios, aircraft (for administration, surveillance and communication, and vehicles (including one tractor).

Ranger Field Force.

An immediate effort is required to increase the efficiency of the Ranger Field Force. This may be achieved in two main ways: 1) re-equipping and 2) training.

The lack of suitable field equipment, uniforms and rations had led to the demoralization of the Ranger Field Force, with the result that patrols are rare and arrests minimal. An immediate priority therefore is the provision of these essential supplies.

A major role of the two expatriate staff members posted to the park under the Garamba Rehabilitation Programme is to provide the training necessary to restore park management practices and staff moral and discipline. No training courses have been conducted in Garamba since 1976. As a result, three-quarters of the outposts have no ranking officer in command, and many rangers have never received any training whatsoever. A comprehensive training programme needs to be established for the latter, with a shorter refresher course for older staff who have received some training in the past. IZCN have not the personnel available to provide this essential training.

The present system of outposts needs to be reviewed, and modifications made where necessary. A number of new outposts need to be established, particularly in the south-west of the park, where the remaining Northern white rhinos are to be found. To be effective, all outposts must be equipped with radios linking them to Park Headquarters.

Management Plan.

No management plan exists for Garamba National Park. The development of such a plan is of fundamental importance to the long-term management and conservation of the park.

7. RECOMMENDATION:

Garamba National Park should be inscribed on the List of World Heritage in Danger.

IUCN
April, 1984

IUCN SUMMARY OF CONSERVATION STATUS

1. NAME OF PROPERTY: Djoudj National Bird Sanctuary
2. LOCATION: Delta of the Senegal River, Senegal
3. DATE PLACE ON WORLD HERITAGE LIST: 1981
4. CRITERIA FOR INSCRIPTION:

This property was inscribed as qualifying under criteria (iv) (contain the most important and significant natural habitats where threatened species of animals or plants of outstanding universal value still survive). It is recalled that the Government of Senegal stated its commitment to take the necessary steps to maintain the natural integrity of this site by a telegramme to the World Heritage Bureau dated 18 May 1980.

5. CONSERVATION STATUS:

The property is currently effectively managed with a large budget for running costs (28.000,000 CFA = \$70,000) and sufficient staff (36 in 1982) and equipment. Scientific studies are currently underway in cooperation with the Natural History Museum in Paris (France) and with Universities of the Netherlands and the United Kingdom. There is also a IUCN/WWF project concerning migratory birds.

6. NATURE OF THREATS AND REQUIRED CORRECTIVE MEASURES:

The main threat is the construction of dams within a programme of hydro-agricultural development which would affect the water regime of the park in a manner which jeopardises its future. The main problems are associated with two dams: one temporary (Kheune) and one permanent (Diama). The temporary earthen dam at Kheune was constructed in November 1983 during a drought period with the aim of holding back the remaining fresh water. If the summer 1984 flood is of average level, it will be washed away: if not, then there will be a temptation to strengthen it to conserve what little water is available. As the Kheune dam is located upstream from Djoudj, this would mean that the Djoudj basin would receive no fresh water in the shorter and even the longer term, with irreversible ecological consequences. An immediate protective measure would be to build a canal around the Kheune temporary dam.

The permanent dam under construction at Diama downstream from the park poses the principal problems in the longer term (dam planned to be finished in 1986). Unless existing embankments around Djoudj are strengthened and raised, the completion of the Maka Diama dam will mean that Djoudj will be permanently submerged under the lake behind the dam, thus radically changing the alternating wet/dry cycle with which it has evolved in the past.

7. ESTIMATED COST OF PROTECTIVE MEASURES:

Part of the costs for strengthening and construction of embankments is to be covered under the hydro-agricultural programme, but the remaining required amount is not foreseen in the overall budget. It is estimated that 350 million CFA (approx. \$830,000) are necessary to complete the protective measures.

However, as an emergency measure, 70.000,000 CFA (\$200,000) is required to finance the construction of the canal around the temporary dam at Kheune.

IUCN SUMMARY OF CONSERVATION STATUS

1. NAME OF PROPERTY: Ngorongoro Conservation Area (NCA)
2. LOCATION : Tanzania
3. DATE PLACED ON WORLD HERITAGE LIST: 1979
4. CRITERIA FOR INCLUSION: (ii) significant ongoing geological processes, biological evolution and man's interaction with his natural environment

(iii) contain superlative natural phenomena, formations or features

(iv) contain the most important and significant natural habitats where threatened species of animals or plants of outstanding universal value still survive
5. PRESENT CONDITION OF PROPERTY:

The following assessment is based on a one week field review of management activities in the NCA in November 1983 supplemented with more recent information provided by the Chief Conservator. The present condition is one of insufficient management as a result of financial and material constraints and inefficient administration. In detail these include:

(a) Manpower and administration

- Most senior staff have been relocated to Arusha (3-4 hours driving distance) resulting in a lack of supervision and decision making capabilities at the local level;
- salaries for field staff are often 3-4 months in arrears;
- advisory board meetings have been reduced from 4 per year to 2, and annual reports no longer are produced on a regular basis;
- the NCA finds the fee increases at the College of African Wildlife Management make it difficult to use that training facility. No student is currently registered there.

(b) Facilities and maintenance

- Some roads have recently been improved through a special tourism grant from the Ministry. Other roads have had no maintenance for more or less 5 years including the once popular road to the Empakai Crater which is now almost impassable;
- it used to be customary for pastoralists to take their livestock into the main crater to benefit from the salts of the lakes. In order to discourage the movements of livestock into the crater, salt blocks were once provided to the villagers, however, these are no longer available.

(c) Vehicles and equipment

- Lack of spare parts and a severe fuel shortage resulted in few serviceable vehicles on the road;
- radio communication equipment used for anti-poaching and for contact to outlying stations was not working due to lack of batteries.

(d) Tourism

- In the 1977-1983 period, the number of tourists declined by 75 %. Accommodation facilities were suffering as a result;
- the recent opening of the Tanzania/Kenya border is expected to lead to a strong revival in tourism as well as increased impacts of off-road driving in the Ngorongoro Crater;
- educational publications have been out-of-print for some years and very little printed material is available to visitors or school groups.

(e) Resource management

- The rhino population has been totally exterminated in the Olduvai area but 15-20 still remain in the Crater (in 1965, 109 were counted);
- the impact of wildfires on the ecology of the grasslands and forests is a major management concern;
- illegal livestock grazing in Empakai Crater was observed but vehicles and manpower were not available to patrol this area;
- livestock grazing in the Ngorongoro Crater is allowed under permit but has detrimental effects.

(f) Research

The Serengeti Research Institute, on which the NCA relied for scientific support, no longer has an active programme and no research was being done in the NCA as of November 1983.

(g) Management Plan

- The final draft of the NCA Plan funded under World Heritage and prepared by the Bureau of Resource Assessment and Land Use Planning (BRALUP)/University of Dar-es-Salaam has been rejected by the Conservator;
- future management plans and policies are, therefore, not formalized and there is no built-in continuity or accountability to management.

6. NATURE OF THREATS FACING THE SITE:

Management of the NCA is characterised by a slow general incremental decline in effectiveness. Without scientifically-based resource management programmes, proper administrative procedures, functional education programmes, adequate facilities, equipment, trained manpower, and without the guidance from an overall plan, this decline will continue. The long term implications are lack of public support for the area, poor staff morale, a general loss of credibility and of the considerable conservation investment made in the NCA. This gradual deterioration will not be arrested unless higher standards of management are implemented.

7. OUTLINE OF CORRECTIVE MEASURES REQUIRED:

A schedule of funding priorities was submitted with the original nomination in 1978. The draft management plan also includes suggestions for improvements. Of the many measures required the priorities appear to be: (i) re-affirmation of support and increased appropriations **from** the parent Ministry for the NCA, (ii) completion of a revised management plan; and (iii) external support for equipment, educational programmes, scientific studies, staff training, and technical assistance. Details of a support project would depend on priorities to be discussed with the Tanzanian authorities.

IUCN
April 1984