



# Linking Landscapes

Exploring the relationships between World Heritage cultural landscapes and IUCN protected areas



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Cover photo: The Lavaux Vineyard Terraces, Switzerland © IUCN Evelyne Clarke

The Lavaux Vineyard Terraces World Heritage cultural landscape overlaps with the Lavaux Landscape and Natural Monument of National Importance, a Category V protected area as recognised by IUCN.

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Exploring the relationships between World Heritage cultural landscapes and IUCN protected areas

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IUCN's work focuses on valuing and conserving nature, ensuring effective and equitable governance of its use, and deploying nature-based solutions to global challenges in climate, food and development. IUCN supports scientific research, manages field projects all over the world, and brings governments, NGOs, the UN and companies together to develop policy, laws and best practice.

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## Executive Summary

World Heritage cultural landscapes are recognised under UNESCO's World Heritage Convention as outstanding examples of the "combined works of nature and man" (UNESCO 1972, p. 2). They embrace the diverse interactions between humankind and its natural environment. Protected areas are defined by IUCN as "clearly defined geographical spaces, 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" (Dudley 2008, p. 8), with a series of categories used to reflect different management objectives and governance types.

Both World Heritage cultural landscapes and protected areas play a vital role in the conservation of the world's cultural and natural heritage. But what do the Mapungbwe National Park in South Africa or the Hawaiian Papahānaumokuākea Marine National Monument have in common with the Indian Rock Shelters of Bhimbetka or the Orkhon Valley in Mongolia? These places share one important characteristic: they and many other sites are designated *both* as World Heritage cultural landscapes *and* as protected areas as recognised by IUCN. The topic of this study reveals these conceptual, spatial and practical linkages between the two systems of conservation designations.

The study shows that there are:

- significant conceptual connections between World Heritage cultural landscapes and the IUCN protected areas categories system,
- clear spatial overlaps, with roughly two thirds of all World Heritage cultural landscapes coinciding with protected areas in one or more of the IUCN management categories,
- substantial management and governance relations between World Heritage cultural landscapes and protected areas.

The results can be used:

- to help IUCN, working in partnership with ICOMOS, ICCROM, UNESCO and other relevant international bodies to make better use of the synergies that exist between natural and cultural values in World Heritage cultural landscapes and protected areas,
- to support national authorities plan and manage World Heritage cultural landscapes and protected areas in a more integrated way,
- to assist site managers of World Heritage cultural landscapes and associated protected areas to maximise the benefits of overlapping status,
- to identify the need for improved data so that information about World Heritage cultural landscapes and protected areas can be more easily collated, monitored and compared in future.

## Introduction and Scope of the Study

There is growing evidence of strong linkages between World Heritage cultural landscapes and protected areas (Phillips 2003; Rössler & Mitchell 2005; Rössler 2006). Initial studies by Phillips (2005) have resulted in the observation that World Heritage cultural landscapes often appear to spatially overlap or partially coincide with protected areas. The extent of this overlap – both conceptually and spatially – between World Heritage cultural landscapes and the various IUCN protected area management categories has however not been explored and described in more detail prior to this study.

As the number of cultural landscapes on the World Heritage List grows, there is corresponding need for capacity development and exchange amongst site managers and institutions involved in the management, governance and conservation of such areas (Mitchell et al. 2009). The degree to which the management and governance of World Heritage cultural landscapes and IUCN protected area management categories interact or coincide has however neither been explored in more detail prior to the endeavour described in this study.

Among the protected area categories are some kinds of protected area that specifically include the protection of human-altered landscapes (Dudley 2008). This is notably the case with Category V Protected Landscapes/Seascapes which are places where the interaction of people and nature has produced characteristic ecologically, biologically, culturally and scenically important natural values (Phillips 2002).

The study therefore identifies these relationships and documents the links that exists between these two systems of conservation designations, as well as the practical management and governance associations that occur between them. It does so by analysing: i) the conceptual similarities and differences between World Heritage cultural landscapes and protected areas; ii) the spatial overlap between them; and iii) the practical interrelation and integration that occurs ‘on the ground’, taking two sites, the Hungarian Hortobágy National Park and Thingvellir National Park in Iceland, as examples.

## Background

In 1992, the World Heritage Committee introduced the opportunity for cultural landscapes considered to be of Outstanding Universal Value (OUV) to be nominated by States Parties for inclusion in the World Heritage List<sup>1</sup>. Cultural landscapes are defined in the Operational Guidelines as the “combined works of nature and man” that are “illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment and of successive social, economic and cultural forces, both external and internal” (UNESCO 2012, para. 47). They may be nominated under the following three categories (see fig. 1 on the next page):

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<sup>1</sup> Decision 16COM XIII.1-3

CULTURAL LANDSCAPE CATEGORY	DESCRIPTION
(I)	The most easily identifiable category is the clearly defined <b>landscape designed and created intentionally by man</b> . This embraces garden and parkland landscapes constructed for aesthetic reasons, which are often (but not always) associated with religious or other monumental buildings and ensembles.
(II)	The second category is the <b>organically evolved landscape</b> . This results from an initial social, economic, administrative, and/or religious imperative and has developed its present form by association with and in response to its natural environment. Such landscapes reflect that process of evolution in their form and component features. They fall into two sub-categories: a) a <b>relict (or fossil) landscape</b> is one in which an evolutionary process came to an end at some time in the past, either abruptly or over a period. Its significant distinguishing features are, however, still visible in material form. b) a <b>continuing landscape</b> is one which retains an active social role in contemporary society closely associated with the traditional way of life, and in which the evolutionary process is still in progress. At the same time it exhibits significant material evidence of its evolution over time.
(III)	The final category is the <b>associative cultural landscape</b> . The inscription of such landscapes on the World Heritage List is justifiable by virtue of the powerful religious, artistic or cultural associations of the natural element rather than material cultural evidence, which may be insignificant or even absent.

**Figure 1:** Cultural landscape definitions and categories under the World Heritage Convention

While cultural landscapes are defined as cultural heritage under Article 1 of the World Heritage Convention, and via the cultural World Heritage criteria (i)-(vi) (UNESCO 2012, para. 77), rather than under the natural World Heritage criteria, global efforts to conserve such landscapes recognise that these places may also possess significant natural values (Phillips 1995, 1998). This is also recognised in the Operational Guidelines: "Cultural landscapes often reflect specific techniques of sustainable land use, considering the characteristics and limits of the natural environment they are established in, and a specific spiritual relationship to nature. Protection of cultural landscapes can contribute to modern techniques of sustainable land use and can maintain or enhance natural values in the landscape. The continued existence of traditional forms of land use supports biological diversity in many regions of the world. The protection of traditional cultural landscapes is therefore helpful in maintaining biological diversity" (UNESCO 2012, Annex 3, I. 9, with emphasis added).

Cultural landscapes may furthermore reflect the cultural and spiritual relationships of people with nature and the intangible, cultural dimension of biodiversity conservation (UNESCO 2002, Rössler 2006). Many such landscapes play an important role in providing a variety of ecosystem services (MEA 2005a, b; de Groot & Ramakrishnan 2005). Their proper management should include the conservation of their biodiversity (UNESCO 2012) and the safeguarding of the ecosystem services they provide.

As the advisory body to the World Heritage Committee on natural heritage, IUCN takes an active interest in the natural values of cultural landscapes, working with ICOMOS as the advisory body which leads on advising on cultural aspects of World Heritage nominations and related monitoring. IUCN (2006; see also UNESCO 2012, Annex 6, para. 16) has identified a number of natural heritage qualities that cultural landscapes may possess, these include:

- (i) Conservation of biodiversity in wild nature (in particular natural and semi-natural systems, wild species of fauna and flora)
- (ii) Conservation of biodiversity within farming systems
- (iii) Sustainable land use
- (iv) Enhancement of scenic beauty
- (v) Ex-situ collections
- (vi) Outstanding examples of humanity's inter-relationship with nature
- (vii) Historically significant discoveries

IUCN is also responsible for the development of the international IUCN protected area management categories system. This system outlines the concept of a “protected area” and defines such 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” (Dudley 2008, p. 8). It organises protected areas into the following six categories<sup>2</sup> distinguished by their management objectives (see fig. 2):

<b>Category Ia: Strict nature reserve</b>
Strictly protected areas set aside to protect biodiversity and also possibly geological/geomorphological features, where human visitation, use and impacts are strictly controlled and limited to ensure protection of the conservation values. Such protected areas can serve as indispensable reference areas for scientific research and monitoring.
<b>Category Ib: Wilderness area</b>
Usually large unmodified or slightly modified areas, retaining their natural character and influence, without permanent or significant human habitation, protected and managed so as to preserve their natural condition.
<b>Category II: National Park</b>
Large natural or near-natural areas set aside to protect large-scale ecological processes, along with the complement of species and ecosystems characteristic of the area, which also provide a foundation for environmentally and culturally compatible spiritual, scientific, educational, recreational and visitor opportunities.
<b>Category III: Natural monument or feature</b>
Set aside to protect a specific natural monument, which can be a landform, sea mount, submarine cavern, geological feature such as a cave or even a living feature, such as an ancient grove. They are generally rather small protected areas and often have high visitor values.
<b>Category IV: Habitat/species management area</b>
Category IV protected areas aim to protect particular species or habitats and management reflects this priority. Many will need regular, active interventions to address the requirements of particular species or to maintain habitats, but this is not a requirement of the category.
<b>Category V: Protected landscape/seascape</b>
A protected area where the interaction of people and nature over time has produced an area of distinct character with significant ecological, biological, cultural and scenic value: and where safeguarding the integrity of this interaction is vital to protecting and sustaining the area and its associated nature conservation and other values.
<b>Category VI: Protected area with sustainable use of natural resources</b>
Category VI protected areas conserve ecosystems and habitats, together with associated cultural values and traditional natural resource management systems. They are generally large, with most of the area in a natural condition, where a proportion is under sustainable natural resource management and where low-level non-industrial use of natural resources compatible with nature conservation is seen as one of the main aims of the area.

**Figure 2:** IUCN protected area management categories

IUCN recognises that protected areas can be classified according to one of four governance types: governance by government; shared governance; private governance; and governance by indigenous people and local communities. Accordingly, any management category can exist under any of the four governance types, or *vice-versa*.

## Conceptual Differences and Similarities

Despite many conceptual overlaps between World Heritage cultural landscapes and protected areas as recognized by IUCN, it is important to set out and define some conceptual differences.

The IUCN protected area management categories system and its definition are meant as an international standard framework for national or sub-national application. The values that IUCN-categorised protected areas protect may be of local, regional, national or international significance. By contrast, **all** World Heritage sites must meet the global test of being of OUV, and logically are all sites

<sup>2</sup> Of which category I is split into two sub-categories: Ia and Ib.



which are also regionally, nationally and locally significant. It is possible to represent this relationship diagrammatically (see fig. 3 below).

LEVEL OF SIGNIFICANCE	LOCAL	NATIONAL	REGIONAL	GLOBAL
<b>World Heritage Cultural Landscapes</b>	All	All	All	All
<b>IUCN Protected Areas</b>	All	Predominant	Some	A few

**Figure 3:** Simplified table of significance between World Heritage cultural landscapes and IUCN categorised protected areas (in global numbers)

A guiding principle for World Heritage sites is that the site's integrity (including boundaries), authenticity, and protection and management requirements should all be connected to the values which make up the area's OUV. In the case of cultural landscapes, the World Heritage requirements and the properties' management and governance, in particular, will centre on the interaction of people with nature which is a requisite variable and principle character to this type of World Heritage. This people inter-relationship with nature either has or is still on-going and reflected in unique material form or "by virtue of the powerful religious, artistic or cultural associations of the natural element rather than material cultural evidence, which may be insignificant or even absent" (UNESCO 2012, Annex 3, para. 10 (iii)). It follows that a nomination or designation of a cultural landscape as World Heritage includes management that has one key aim and priority: taking active steps to conserve the past or present "combined works of nature and man" (UNESCO 2012) as a result of the people-nature-interaction. In protected areas however, as defined and categorised by IUCN, "only those areas where the main objective is conserving nature can be considered protected areas; this can include many areas with other goals as well, at the same level, but in the case of conflict, nature conservation will be the priority" (Dudley 2008, p. 10).

It is on the basis of the highlighted characteristics that the following distinguishing features (see fig. 4), which arise from the origins and purposes of each of the two systems, can be outlined:

	STANDARD APPLIED IN DEFINING AREA	GEOGRAPHICAL SCOPE OF APPLICATION	PRINCIPAL AREAS COVERED	MAIN AIMS
<b>World Heritage Convention: Cultural Landscapes</b>	Outstanding Universal Value	Global	Areas illustrative of the interaction of man and nature over time; Categories I-III	Conservation of the combined works of nature and man
<b>IUCN Protected Area Definition and Management Categories</b>	National and sub-national significance	National and sub-national (within the global framework of the IUCN categories)	IUCN Category I-VI areas	Conservation of nature (priority) with associated ecosystem services and cultural values

**Figure 4:** General differences between World Heritage cultural landscapes and the IUCN protected area definition and management categories

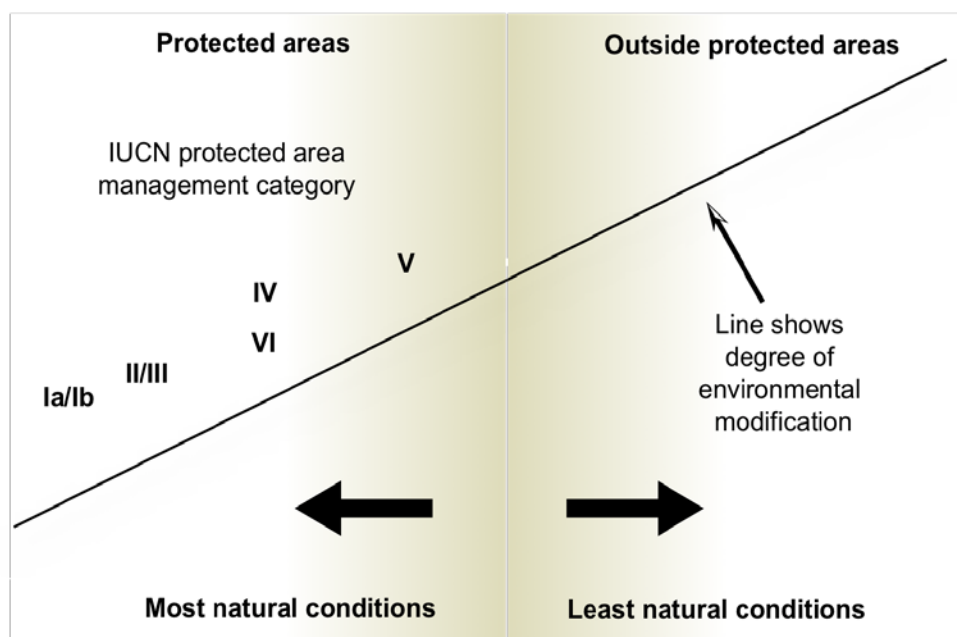
In spite of these important differences, there are key conceptual similarities between World Heritage cultural landscapes and protected areas. These conceptual similarities relate, on the one hand, to the extent to which each of the three cultural landscape categories are likely to share aims with each of the six IUCN management categories. On the other hand, the conceptual similarities are grounded in the concepts of the intensity of human-nature interaction that are innate to the two systems of conservation designations.

Of those seven natural heritage qualities that cultural landscapes may possess as (currently) recognised by IUCN in 2006, the most closely related qualities to IUCN-categorised protected areas – both in terms of common management objectives and category specific ones – are the following:

- Conservation of natural and semi-natural systems and of biodiversity in wild nature, within farming systems and in relation to sustainable land use practices<sup>3</sup>
- Natural beauty and aesthetic values<sup>4</sup>
- Outstanding examples of humanity's inter-relationship with nature<sup>5</sup>

It follows that the natural heritage qualities “historically significant discoveries” and examples of “*ex-situ* collections” relate to the concept of protected areas for reasons of the historic human-nature relationship and by virtue of the history of the natural sciences. Cultural landscapes however illustrate such values in a much more specific and unique way – one which is not innate to the protected area management objectives.

All protected areas could be described as nesting in ‘cultural’ landscapes due to the impact cultural practices continuously have or once had in changing and influencing ecology (Dudley 2008). Yet for the purposes of the IUCN protected area definition and guidelines, *natural* is defined relative to both ecosystem structure and human activity (Dudley 2008; IUCN/WCMC 1994). Natural areas are “those that still retain a complete or almost complete complement of species native to the area, within a more-or-less naturally functioning ecosystem” (Dudley 2008, p. 12). Accordingly, each of the respective protected area categories depict landscapes that are more or less humanly modified, providing a description of the areas’ character in comparison to the intensity of human-nature interaction. On this basis, an average and gradual schematic comparison of naturalness can found to be deployed as shown in figure 5 below, following the gradient Ia = Ib > II = III > IV = VI > V, from most natural to least natural (Dudley 2008, p. 24). This gradient illustrates the degree to which the natural environment can be expected to have been altered through human influence in each category of protected area and between all categories.



**Figure 5:** Relationship between naturalness and IUCN protected area categories

As much as naturalness is regarded as a significant principle in the application of the IUCN protected area categories, this theoretical intensity of human-nature interaction in terms of the degree of human modification of its environment can also be found in each of the underlying concepts of the World Heritage cultural landscape categories as follows:

- Cultural landscapes purposely created and designed by humans are entirely altered and influenced by humans.

<sup>3</sup> Relating to natural heritage qualities (i) to (iii).

<sup>4</sup> Relating to natural heritage quality (iv) as part of aesthetic and spiritual ecosystem services provided by protected areas, and where such values derive as much from the contrast, and/or interaction, between the works of nature and of humankind as from the intrinsic quality of the natural features.

<sup>5</sup> Many protected areas demonstrate human-nature heritage relations which are recognised as part of the evolutionary process that has shaped their natural and cultural landscape qualities, biodiversity and ecosystem services values.

- Cultural landscapes that have finished evolving, still witness significant visible material features of the processes that formed them. However, as this evolutionary organic process has come to an end, they are likely – on a theoretical basis – to be in a more natural condition than continuously evolving landscapes, whose human-nature interactions are perpetually shaping their facets.
- Associative cultural landscapes, on the other hand, are landscapes with natural elements to which beliefs, ideas, living traditions or artistic works are attached. Thus, they need not, but can be, humanly altered; the material cultural evidence may either be absent or insignificant for their associative value.

Considering the conceptual relatedness between World Heritage cultural landscapes and IUCN protected areas in terms of natural heritage qualities and the innate concepts of the intensity of human-nature interaction, it is concluded that **all** of the World Heritage cultural landscape types depict varying but substantial conceptual similarities with **all** of the IUCN protected area categories. The strengths of the conceptual similarities however depend on the natural heritage qualities and the degree of naturalness that is present in either of the two, thus:

- **Designed and intentionally created landscapes show very little conceptual overlap with any protected areas categories, though some very limited theoretical relations with certain Category IV or V protected areas may occur.**

Designed and intentionally created landscapes may solely occur as spatially demarcated features within larger protected areas (notably Category V). Yet, in some specific circumstances, the once natural environmental setting that now has been altered into a designed landscape may have contained areas with high nature conservation value. During the subsequent environmental modification of such areas into the designed landscape, these areas may have been integrated as more natural constituents in garden, parkland or other designed landscape complexes.

- **Relict (or fossil) organically evolved landscapes show a degree of conceptual similarity with Categories II to VI protected areas.**

Relict (or fossil) organically evolved landscapes are a product of the past. As such, they may form part or the basis of the layered and tightly woven grid of human-nature relationships of landscapes with high nature conservation value. Such landscapes may now be protected areas and would as such reflect earlier human intervention or management.

- **Continuing organically evolved landscapes show conceptual similarities with the protected area Categories IV to VI, especially with Category V, and some very limited linkages with specific Category III protected areas.**

Protected area categories IV, VI, and notably V depict areas which, in parts or as an entity, are characterized by an evolutionary process which is still in process and which – though of varying character and intensity – has led to these areas exhibiting unique attributes of a mutually evolving relationship and interaction between humans and their natural surroundings, one which may be very similar to the human-nature interaction as present in continuing organically evolved landscapes.

Category III protected areas are typically small, focus on specific features, and are predominantly entirely unmodified by humans in character. Yet, they can also be culturally-influenced natural features, natural-cultural sites or cultural sites with associated ecology. As such, they may constitute small, single or contiguous entities that together form a single or part of a continuing organically evolved landscape.

- **Associative landscapes overlap conceptually with all of the protected area category types.**

All areas categorised according to the IUCN protected area system contain within them natural attributes of value for *in-situ* conservation measures that may also be of high associative significance.

The idea of conceptual similarity is illustrated diagrammatically in figure 6 on the following page.

WORLD HERITAGE CULTURAL LANDSCAPE CATEGORIES	IUCN PROTECTED AREA CATEGORIES						
	Ia	Ib	II	III	IV	V	VI
<b>I – Designed and intentionally created landscapes</b>					I	I	
<b>Ila – Relict (or fossil) organically evolved landscapes</b>			Ila	Ila	Ila	Ila	Ila
<b>Ilb – Continuing organically evolved landscapes</b>				Ilb	Ilb	Ilb	Ilb
<b>III – Associative landscapes</b>	III	III	III	III	III	III	III

**Figure 6:** Conceptual similarity between World Heritage cultural landscape categories and IUCN protected area categories

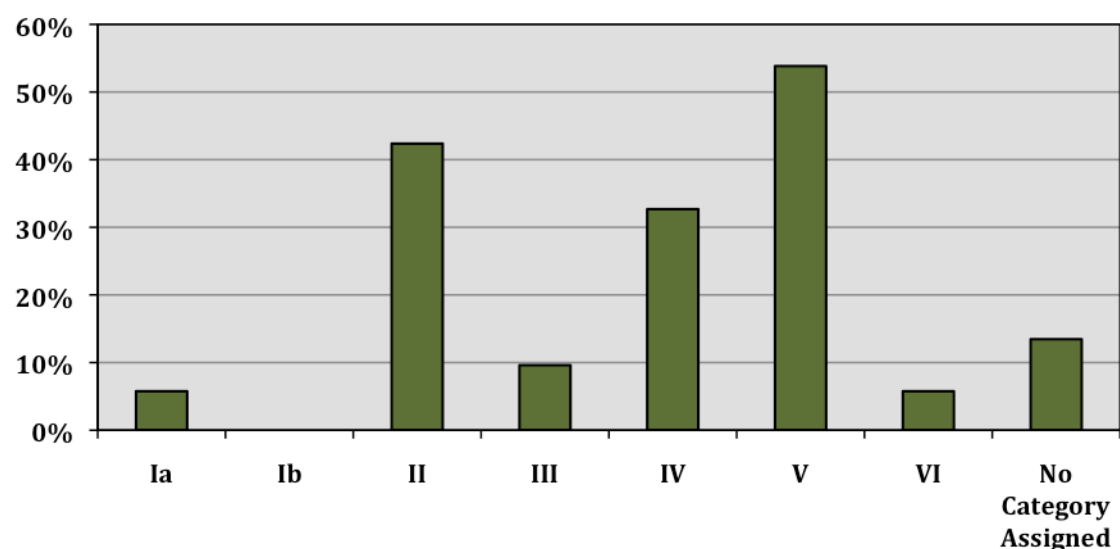
## Spatial Linkages

Based upon an assignment of the cultural landscape categories to the World Heritage listed cultural landscape sites, this second part of the study displays the results of a spatial overlap examination which was structured around the following steps and which served to triangulate the various spatial information sources: First, an analysis of World Heritage evaluation reports, nomination dossiers, the UNEP-WCMC information sheets on all mixed sites, and the periodic reporting summaries concerning the protection and management status of the sites in question was undertaken. Second, a spatial WDPA-based GIS data analysis and comparison was carried out which, in a third step, was combined with an interview-based verification exercise with involved management authorities, agencies and protected area experts. The purpose of the third step was to sample and validate information on the existence of protected areas within the delineation of the respective cultural landscapes in order to raise the level of accuracy for this spatial overlap exercise.

There is a strong connection between World Heritage cultural landscapes and protected areas: 52 (or 60%) of the 86 listed cultural landscapes by May 2013 overlap in whole or in part with protected areas.<sup>6</sup>

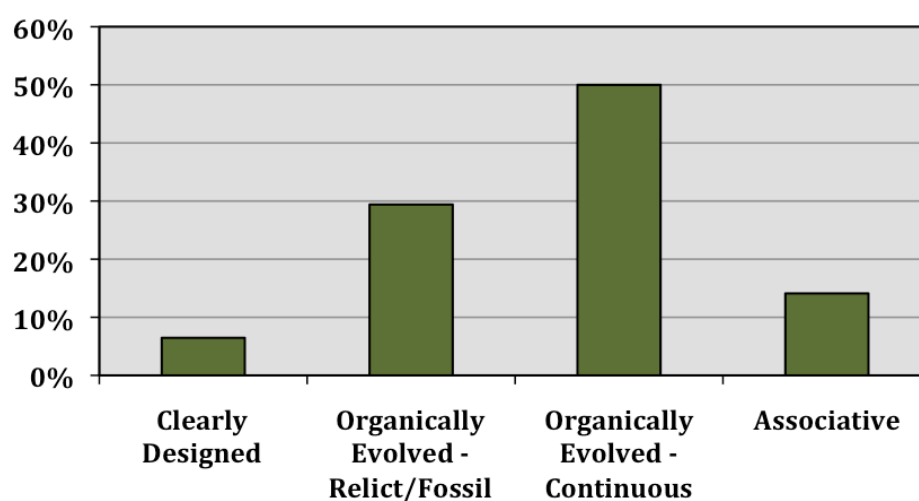
For those 60% World Heritage cultural landscapes for which spatial overlap with protected areas was found to exist, around half (54%) of the sites overlap with Category V Protected Landscapes/Seascapes (see fig. 7 on the next page). 42% of the 52 cultural landscape properties that are spatially linked to protected areas overlap with Category II, and/or 33% with Category IV protected areas. Very few World Heritage cultural landscapes overlap with Category Ia (6%), III (10%) and VI protected areas (6%). None cultural landscapes overlap with large, unmodified Category Ib wilderness areas, while 13% overlap with protected areas that are not assigned an IUCN protected area management category.

<sup>6</sup> See Annex for a list of the World Heritage cultural landscapes and the overlapping protected areas.



**Figure 7:** Frequency of IUCN protected area categories overlap with World Heritage cultural landscapes<sup>7</sup>

Looking at the overlap of the different categories of World Heritage cultural landscapes with IUCN protected areas (see fig. 8 below) the strongest linkage exists between continuously evolving organic cultural landscapes: half (50%) of those 52 World Heritage cultural landscapes for which spatial overlap with protected areas was found to exist are recognized as continuously evolving organic cultural landscapes. 29% of the World Heritage cultural landscapes that overlap with protected areas are relict, 14% are associative, and 7% are designed cultural landscapes.



**Figure 8:** Frequency of World Heritage cultural landscape categories overlapping with IUCN-categorised protected areas

Spatial overlap of World Heritage cultural landscapes with protected areas therefore is found to occur along the gradient *Continuing landscapes* > *Associative landscapes* = *Relict/Fossil landscapes* > *Designed landscapes*, from most to least likely.

<sup>7</sup> The numbers do not add up to 100%, because a World Heritage cultural landscape site may be composed of more than one protected area, to which different categories are assigned.

## **Management and Governance Interfaces ‘On the Ground’**

The third part of the study aims at exploring the linkages between World Heritage cultural landscapes and IUCN categorised protected areas in terms of management and governance. The purpose is to examine the common denominators regarding the practical interrelation and integration that occurs ‘on the ground’ – seizing the two World Heritage cultural landscapes Hortobágy in Hungary and Thingvellir in Iceland as case studies.

In both case study sites, the World Heritage designated areas overlap entirely with the associated Category II assigned protected areas. Not surprisingly therefore they demonstrate strong management and governance linkages between the World Heritage cultural landscapes and the protected areas. At both sites, World Heritage governance takes place through the regimes stipulated for the corresponding protected area established under the national nature conservation legislation. The powers and responsibilities for each of the World Heritage cultural landscape sites, including the authority and accountability for managing the site, rest with the protected area agencies. The governance of both protected areas corresponds to ‘governance by government’ in relation to the IUCN classification matrix. The same stakeholders are involved through the same participatory processes in the management of both the World Heritage sites and their relevant protected areas.

The employees that work for the protected areas also administer the World Heritage site, and the protected area staff contribute to the periodic reporting for the World Heritage cultural landscape. Most of the funding for the management and governance of the World Heritage cultural landscape is allocated through the protected area and the responsible agencies.

Significant linkages exist between management plan objectives for both protected areas and management aims for World Heritage cultural landscape. World Heritage status is entirely consistent with – and indeed benefits from – the sites also being protected areas in line with IUCN’s standards.

## Conclusions

World Heritage cultural landscapes and the IUCN protected area management categories system are strongly linked to each other. Often, many of the principles of protected area management find similar application in World Heritage cultural landscapes – because they and protected areas share a comparable view of taking into account integrity, protection and management requirements. This is apparent in the conceptual and spatial relationships between the two systems, and it is reflected in the practical realities on the ground: like protected areas, the approach of the World Heritage Convention is to identify and protect spatially explicit and defined areas that are illustrative and outstanding examples for the combined works of nature and man. As special places that are identified for special measures of protection, World Heritage cultural landscapes resemble designated protected areas, although not all may be formally classified as such. At the site level where there is overlap, there appear to be a strong integration of World Heritage cultural landscape and protected area management and governance. This occurs even though emphasis in the protected areas, with a priority for nature conservation, is not entirely identical with the integrated cultural and natural heritage focus of a cultural landscape.

Already IUCN applies the following principle to natural and mixed World Heritage sites: “natural World Heritage sites are expected to be managed in ways that are equivalent to being in a protected area, whether or not they are formally protected” (Dudley 2008, p. 71). Yet, as shown by Dudley, very few natural World Heritage sites with special importance for biodiversity conservation (inscribed at least for criteria ix and/or x) overlap with Category V and VI: out of the by then examined 128 sites attributed a protected area category the categories V and VI were represented in eight and six World Heritage sites respectively. Taking into account the considerable spatial overlap of World Heritage cultural landscapes with protected areas in general and especially with Category V areas – as shown by this study – a complementary relationship between World Heritage natural and cultural landscape sites exists in their shared aim to conserve the world’s outstanding universally valued heritage. It is hence concluded that, in relation to IUCN’s mandate and priorities in relation to protected areas, natural and mixed World Heritage properties are clearly not a sufficient priority. There is a unambiguous rationale for IUCN to extend the priority it attaches to natural World Heritage towards supporting and advising the conservation, effective management and equitable governance of World Heritage cultural landscapes, which in many cases may play as important, or even a greater role in relation to national and international protected area types as natural and mixed World Heritage properties.

## Recommendations

The study provides the foundation for a set of recommended activities that reinforce the role of World Heritage cultural landscapes and protected areas in conserving biological and cultural diversity:

**IUCN, working in partnership with ICOMOS, ICCROM, UNESCO and other relevant international bodies, should make better use of the synergies that exist between natural and cultural values in World Heritage cultural landscapes and protected areas.<sup>8</sup>**

As ICOMOS and IUCN both have a strong and shared interest in World Heritage cultural landscapes, the following is recommended to IUCN:

- Seek to develop a consistent and shared strategy with ICOMOS towards World Heritage cultural landscapes, making clearer where their interests overlap, and with a synthesised approach to the consistent and enhanced contribution of IUCN to the evaluation of properties nominated in this category.
- Jointly develop further thematic research and studies on the various cultural landscape categories in the various world regions.

World Heritage cultural landscapes are in many cases as important to IUCN objectives as are natural and mixed sites – given their complementary roles in the connection between protected areas and World Heritage. In many cultural landscapes there are significant natural values which are of interest to IUCN. The biodiversity and ecosystem services values of some cultural landscapes may also be equivalent to or greater than those of sites listed as natural World Heritage under criterion (viii). It is hence recommended that IUCN should:

- Strengthen the priority for its work on World Heritage cultural landscapes and recognise more fully the role they play in the conservation and sustainable use of the biological diversity and in achieving IUCN's goals for protected areas.
- Enhance and refine the conceptual and practical basis for assessing natural heritage values among new nominations for World Heritage cultural landscapes in light of the strong linkage that exists between cultural landscapes and biodiversity conservation (for example, this study could provide detailed information for an update of the “2006 IUCN Guidelines for Reviewers of Cultural Landscapes for the Assessment of Natural Values in Cultural Landscapes”).
- Provide advice to States Parties to the Convention, in coordination with ICOMOS, in supporting the preparation of nominations of cultural landscapes with demonstrable potential OUV, with particular reference to assuring the protection of the natural heritage qualities that they possess.
- Strengthen the links to other IUCN programs that are concerned with the biological and cultural interface that is also a characteristic of World Heritage cultural landscapes, such as the important connection to the IUCN-UNESCO Sacred Natural Sites Management Guidelines (Wild & McLeod 2008) and the WCPA Specialists Groups of Cultural and Spiritual Values (CSVPA), and Protected Landscapes (SGPL).
- Recognize and further explore, in collaboration with IUCN TILCEPA and other partners like the Global Environment Facility's Small Grants Programme on Community Management of Protected Areas for Conservation (COMPACT), the many different governance regimes that exist and become increasingly important for World Heritage cultural landscapes, including those governed for example by indigenous people and local communities.

**National authorities should plan and manage World Heritage cultural landscapes alongside protected areas in a more integrated way.**

National authorities should link both conservation instruments – World Heritage cultural landscapes and protected areas – as mutually reinforcing tools for biodiversity conservation planning and management. They should consider and ensure equitable protection of all relevant natural and cultural

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<sup>8</sup> In 2009, ICOMOS has carried out a major external “Review of ICOMOS” working methods and procedures for the evaluation of cultural and mixed properties” (Tabet 2010). This report lays out a number of recommendations concerning cultural landscapes and the procedures used by ICOMOS and IUCN for work on this World Heritage property type – as well as the responses of ICOMOS to these. The ‘Tabet report’ and the “Evaluation of IUCN's work in World Heritage nominations” (Cameron 2005), which also includes a recommendation to IUCN and its work on cultural landscapes, serve as reference for the following recommendations.



heritage when managing both World Heritage sites and national protected area designations that overlap with one another. The integration of World Heritage cultural landscapes (already listed or sites to be nominated) with national and/or sub-national systems of protected areas and *vice-versa* may provide an ideal framework for delivering conservation benefits. States Parties play an important role in connecting protected area guidance (like the Management Guidelines for IUCN Category V Protected Areas; Phillips 2002) with management and governance of World Heritage cultural landscapes to foster a more effective conservation of sites that do not overlap with protected areas or to raise the management and governance quality of tentative sites to a level that meets the integrity (including boundaries), authenticity, and protection and management requirements stipulated by the Convention. It follows that if such potential or listed cultural landscape sites are not yet protected areas, States Parties should consider designation and protection (according to the IUCN system).

**Site managers of World Heritage cultural landscapes and associated protected areas should try to maximise the benefits of overlap.**

At the site level, managers of both World Heritage cultural landscapes and overlapping protected areas should more clearly identify the synergies between the two systems of protection and exploit the potential that each offers to support the other. There is considerable scope for applying protected area management and governance effectiveness and quality assessment tools to World Heritage cultural landscapes. A particular area of shared interest is the role that both World Heritage cultural landscapes and certain kinds of protected areas can play not only in the conservation of 'wild' biodiversity, but also in the protection of plant and animal genetic diversity (including agrobiodiversity).

**Data management should be improved so that information about World Heritage cultural landscapes and protected areas can be more easily monitored and compared in future.**

IUCN, in conjunction with ICOMOS, the World Heritage Centre and UNEP-WCMC should develop a data base on World Heritage cultural landscapes that clearly indicates the boundaries of the sites, and also indicates under which kind of cultural landscape categories protected areas overlapping with World Heritage cultural landscapes are inscribed, and include this information in the World Database on Protected Areas.

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## Annex

Country	Title of World Heritage Cultural Landscape	Year(s) of Inscription	World Heritage Criteria	Principal Category(ies) of Cultural Landscape	Associated Protected Area(s)	IUCN Management Category of associated PA(s)
Afghanistan	Cultural Landscape and Archaeological Remains of the Bamiyan Valley	2003	(i)(ii)(iii)(iv)(vi)	IIa	Proposed Bamiyan National Heritage Protected Area	No category assigned
Andorra	Madriu-Perafita-Claror Valley	2004	(v)	IIb	None	
Argentina	Quebrada de Humahuaca	2003	(ii)(iv)(v)	IIa	None	
Australia	Uluru-Kata Tjuta National Park	1987, 1994	(v)(vi)(vii)(ix)	III	Uluru-Kata Tjuta National Park	II (also inscribed as a natural WH site)
Austria	Hallstatt-Dachstein / Salzkammergut Cultural Landscape	1997	(iii)(iv)	IIb	Dachstein-Salzkammergut Landscape Protection Areas; Dachstein, Kleines and Großes Löckenmoos Nature Reserves; Several Natural Monuments	V, IV and III
Austria	Wachau Cultural Landscape	2000	(ii)(iv)	IIb	Wachau und Umgebung & Göttweigerberg und Umgebung Landscape Protection Areas; Jauerling-Wachau Nature Park; Several Natural Monuments	V and III
Austria / Hungary	Fertő / Neusiedlersee Cultural Landscape	2001	(v)	IIb	Fertő-Hanság National Park (H); Neusiedlersee und Umgebung Landscape Conservation Area (H); Neusiedlersee-Seewinkel National Park (A); Neusiedlersee und Umgebung Nature Reserve (A)	II and V (H), II and IV (A)
Azerbaijan	Gobustan Rock Art Cultural Landscape	2007	(iii)	IIa	None	
Brazil	Rio de Janeiro: Carioca Landscapes between the Mountain and the Sea	2012	(v)(vi)	IIb & III	Tijuca National Park, Cidade Municipal Park; Chacrinha State Park; Environmental Protection Areas Orla Marítima, Morro do Lerne, and Morros da Babilônia E de São João	II and V
Canada	Landscape of Grand Pré	2012	(v)(vi)	IIb & III	None	
China	Mount Wutai	2009	(ii)(iii)(iv)(vi)	III	Mount Wutai National Park, Wutaishancaodian Nature Reserve	V
China	West Lake Cultural Landscape of Hangzhou	2011	(ii)(iii)(vi)	I & III	None	

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Colombia	Coffee Cultural Landscape of Colombia	2011	(v)(vi)	IIb	None	
Croatia	Stari Grad Plain	2008	(ii)(iii)(v)	IIb	None	
Cuba	Viñales Valley	1999	(iv)	IIb	Viñales National Park	II
Cuba	Archaeological Landscape of the First Coffee Plantations in the Southeast of Cuba	2000	(iii)(iv)	IIa	Gran Piedra Protected Natural Landscape; Baconao Protected Area of Managed Resources	V and VI
Czech Republic	Lednice-Valtice Cultural Landscape	1996	(i)(ii)(iv)	I	Lednice rybníky National Nature Reserve	IV
Ethiopia	Konso Cultural Landscape	2011	(iii)(v)	IIb	None	
France	Nord-Pas de Calais Mining Basin	2012	(ii)(iv)(vi)	IIa	Scarpe-Escaut Regional Nature Park	V
France	Jurisdiction of Saint-Emilion	1999	(iii)(iv)	IIb	None	
France	The Causses and the Cévennes, Mediterranean agro-pastoral Cultural Landscape	2011	(iii)(v)	IIb	Grands Causses Regional Nature Park, Cévennes National Park (Buffer Zone & Core Area)	V
France	The Loire Valley between Sully-sur-Loire and Chalonnes	2000	(i)(ii)(iv)	IIb	Loire Anjou Touraine Regional Nature Park; Several Nature Reserves (i.e. Ile de Saint-Pryvé-Saint-Mesmin, Chambord); Several Biotopes under Protection Order (i.e. Pointe de Courpain, Héronnière de Courpain)	V and IV
France / Spain	Pyrénées-Mont Perdu	1997, 1999	(iii)(iv)(v)(vii)(viii)	IIb	Pyrénées Occidentales National Park - Core and Buffer Zone (F); Ordesa y Monte Perdido National Park (Sp); Viñamala National Game Reserve (Sp)	II (F) (Sp), IV (Sp) and V (F) (also inscribed as a natural WH site)
Gabon	Ecosystem and Relict Cultural Landscape of Lopé-Okanda	2007	(iii)(iv)(ix)(x)	IIa	Lopé-Okanda National Park; Lopé-Okanda Aires Culturelles Protégées	II and III (also inscribed as a natural WH site)
Germany	Garden Kingdom of Dessau-Wörlitz	2000	(ii)(iv)	I	Mittlere Elbe Landscape Protection Area	V
Germany	Upper Middle Rhine Valley	2002	(ii)(iv)(v)	IIb	Nassau & Rhein-Taunus Nature Park; Rheingebiet von Bingen bis Koblenz Landscape Protection Area; Several Nature Reserves (i.e. Teufelskdrich)	V and IV

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Germany / Poland	Muskauer Park / Park Mużakowski	2004	(i)(iv)	I	Muskauer Parklandschaft und Neißeaue Landscape Protection Area (G), Landscape Park Łuk Mużakowa and Protected Landscape Area (P)	V (G) (P)
Hungary	Hortobágy National Park - the Puszta	1999	(iv)(v)	IIb	Hortobágy National Park	II
Hungary	Tokaj Wine Region Historic Cultural Landscape	2002	(iii)(v)	IIb	Tokaj-Bodrogzug Landscape Protection Area	V
Iceland	Þingvellir National Park	2004	(iii)(vi)	IIa	Thingvellir National Park	II
Iran, Islamic Republic of	Bam and its Cultural Landscape	2004	(ii)(iii)(iv)(v)	IIb	None	
Iran, Islamic Republic of	The Persian Garden	2011	(i)(ii)(iii)(iv)(vi)	I	None	
India	Rock Shelters of Bhimbetka	2003	(iii)(v)	IIb	Ratapani Wild Life Sanctuary	IV
Indonesia	Cultural Landscape of Bali Province	2012	(iii)(v)(vi)	IIb & III	Batukau I/II/III	No category assigned
Israel	Incense Route - Desert Cities in the Negev	2005	(iii)(iv)	IIa	Mazuq HaZinnim Nature Reserve	IV
Italy	Portovenere, Cinque Terre, and the Islands (Palmaria, Tino and Tinetto)	1997	(ii)(iv)(v)	IIb	Cinque Terre Marine Natural Protected Area, Cinque Terre National Park, Porto Venere Regional Nature Park	IV and V
Italy	Costiera Amalfitana	1997	(ii)(iv)(v)	IIb	Valle delle Ferriere State Nature Reserve; Regional Park Monti Lattari	IV; Regional Park Monti Lattari: No category assigned
Italy	Cilento and Vallo di Diano National Park with the Archaeological sites of Paestum and Velia, and the Certosa di Padula	1998	(iii)(iv)	IIa	Cilento and Vallo di Diano National Park	V
Italy	Sacri Monti of Piedmont and Lombardy	2003	(ii)(iv)	III	Sacro Monte di Crea Regional Nature Park; Sacro Monte di Belmonte, Sacro Monte Calvario di Domodossola, Sacro Monte della SS: Trinità di Ghiffa, Sacro Monte di Varallo, Sacro Monte d'Orta Regional Nature Reserves	V and IV

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Italy	Val d'Orcia	2004	(iv)(vi)	I & III	Val d'Orcia Regional Nature Park (Area naturale protetta di interesse locale Val d'Orcia), di Lucciolabella Regional Nature Reserve	V
Japan	Sacred Sites and Pilgrimage Routes in the Kii Mountain Range	2004	(ii)(iii)(iv)(vi)	III	Yoshino-Kumano National Park	II
Japan	Iwami Ginzan Silver Mine and its Cultural Landscape	2007	(ii)(iii)(v)	IIa	None	
Kazakhstan	Petroglyphs within the Archaeological Landscape of Tamgaly	2004	(iii)	IIa	None	
Jordan	Wadi Rum Protected Area	2011	(iii)(v) (vii)	IIa	Wadi Rum Protected Area	V (also inscribed as a natural WH site)
Kenya	Sacred Mijikenda Kaya Forests	2008	(iii)(v)(vi)	IIb & III	Several National Monuments (i.e. Kaya Bomu or Kaya Kauma)	III
Kyrgyzstan	Sulaiman-Too Sacred Mountain	2009	(iii)(vi)	III	None	
Lao People's Democratic Republic	Vat Phou and Associated Ancient Settlements within the Champasak Cultural Landscape	2001	(iii)(iv)(vi)	III	None	
Lebanon	Ouadi Qadisha (the Holy Valley) and the Forest of the Cedars of God (Horsh Arz el-Rab)	1998	(iii)(iv)	III	Foret des Cedres de Dieu Forest reserve	IV
Lithuania	Kernavė Archaeological Site (Cultural Reserve of Kernavė)	2004	(iii)(iv)	IIa	Kernavė Cultural State Strict Reserve	V
Lithuania / Russia	Curonian Spit	2000	(v)	IIb	Kursiu Nerija National Park (Lit); Kurshskaja Kosa National Park (Rus)	II (Lit) (Rus)
Madagascar	Royal Hill of Ambohimanga	2001	(iii)(iv)(vi)	III	None	
Malaysia	Lenggong Valley	2012	(iii)(iv)	IIa	None	
Mauritius	Le Morne Cultural Landscape	2008	(i)(vi)	IIa & III	None	
Mexico	Agave Landscape and Ancient Industrial Facilities of Tequila	2006	(ii)(iv)(v) (vi)	IIb	None	
Mongolia	Orkhon Valley Cultural Landscape	2004	(ii)(iii)(iv)	IIb	Orkhon Valley National Park	II
Mongolia	Petroglyphic Complexes of the Mongolian Altai	2011	(iii)	IIa	Altai Tavan Bogd National Conservation Park	II
New Zealand	Tongariro National Park	1990, 1993	(vi)(vii)(viii)	III	Tongariro National Park	II (also inscribed as a natural WH site)

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Nigeria	Sukur Cultural Landscape	1999	(iii)(v)(vi)	IIb	None	
Nigeria	Osun-Osogbo Sacred Grove	2005	(ii)(iii)(iv)	IIb & III	None	
Norway	Vegaøyan - The Vega Archipelago	2004	(v)	IIb	Hysvær/Søla Protected Landscape Area; Several Nature Reserves and Bird Sanctuaries	V, Ia and IV
Norway	Røros Mining Town and the Circumference	2010	(iii)(iv)(v)	Ila	Tufsingdalseskeren and Lille Korssjøen Nature Reserves; Kvitsanden Protected Landscape	Ia and IV
Palau	Rock Islands Southern Lagoon	2012	(iii)(v) (vii)(ix)(x)	Ila	Ngerukuid Islands Wildlife Preserve; Ngemelis Conservation Area; Ngerumekoal Spawning Area; Ngkisaol Sardines Sanctuary; Ngederrak Reef Conservation Area	III, V, IV, II; Rock Island Southern Lagoon: No category assigned <i>(also inscribed as a natural WH site)</i>
Papua New Guinea	Kuk Early Agricultural Site	2008	(iii)(iv)	Ila	None	
Philippines	Rice Terraces of the Philippine Cordilleras	1995	(iii)(iv)(v)	IIb	None	
Poland	Kalwaria Zebrzydowska: the Mannerist Architectural and Park Landscape Complex and Pilgrimage Park	1999	(ii)(iv)	I	None	
Portugal	Cultural Landscape of Sintra	1995	(ii)(iv)(v)	I	Sintra-Cascais Nature Park	V
Portugal	Alto Douro Wine Region	2001	(iii)(iv)(v)	IIb	None	
Portugal	Landscape of the Pico Island Vineyard Culture	2004	(iii)(v)	IIb	Pico's Vineyard Culture Protected Landscape of Regional Interest	V
Senegal	Bassari Country: Bassari, Fula and Bedik Cultural Landscapes	2012	(iii)(v)(vi)	IIb	None	
Senegal	Saloum Delta	2011	(iii)(iv)(v)	IIb	Delta du Saloum National Park; Community Nature Reserve Missira; Community Managed Marine Protected Area Bamboing	II; Missira & Bamboing: No category assigned
South Africa	Mapungubwe Cultural Landscape	2003	(ii)(iii)(iv)(v)	Ila	Mapungubwe National Park, Vemre Nature Reserve	II
South Africa	Richtersveld Cultural and Botanical Landscape	2007	(iv)(v)	IIb	Richtersveld Community Conservancy	No category assigned

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Spain	Aranjuez Cultural Landscape	2001	(ii)(iv)	I	None	
Spain	Cultural Landscape of the Serra de Tramuntana	2011	(ii)(iv)(v)	IIb	None	
Sweden	Agricultural Landscape of Southern Öland	2000	(iv)(v)	IIb	Several protected areas (i.e. Hulterstad Nature Conservation Area; Ottenby Nature Reserve)	V and IV
Switzerland	Lavaux, Vineyard Terraces	2007	(iii)(iv)(v)	IIb	Lavaux Landscape and Natural Monument of National Importance	V
Syrian Arab Republic	Ancient villages of Northern Syria	2011	(iii)(iv)(v)	IIa	None	
Tanzania	Ngorongoro Conservation Area	1979, 2010	(iv)(vii)(viii)(ix)(x)	IIa	Ngorongoro Conservation Area	VI (also inscribed as a natural WH site)
Togo	Koutammakou, the Land of the Batammariba	2004	(v)(vi)	IIb & III	None	
United Kingdom	Blaenavon Industrial Landscape	2000	(iii)(iv)	IIa	None	
United Kingdom	Royal Botanic Gardens, Kew	2003	(ii)(iii)(iv)	I & III	None	
United Kingdom	Cornwall and West Devon Mining Landscape	2006	(ii)(iii)(iv)	IIa	East Devon Cornwall Area of Outstanding Natural Beauty	V
United Kingdom	St. Kilda	1986, 2005	(iii)(v)(vii)(ix)(x)	IIa	St. Kilda National Nature Reserve	IV (also inscribed as a natural WH site)
United States of America	Papahānaumokuākea Marine National Monument, Hawai	2010	(iii)(vi)(viii)(ix)(x)	IIa & III	Northwestern Hawaiian Islands Coral Reef Ecosystem Reserve; Hawaiian Islands National Wildlife Refuge; Midway Atoll National Wildlife Refuge; Kure Atoll State Wildlife Sanctuary	VI, Ia and II; Kure Atoll State Wildlife Sanctuary: No category assigned (also inscribed as a natural WH site)
Vanuata	Chief Roi Mata's Domain	2008	(iii)(v)(vi)	IIb & III	None	
Zimbabwe	Matobo Hills	2003	(iii)(v)(vi)	IIb & III	Rhodes Matopos National Park	II







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