

IUCN Pakistan Programme

Proceedings of the Karakoram Workshop

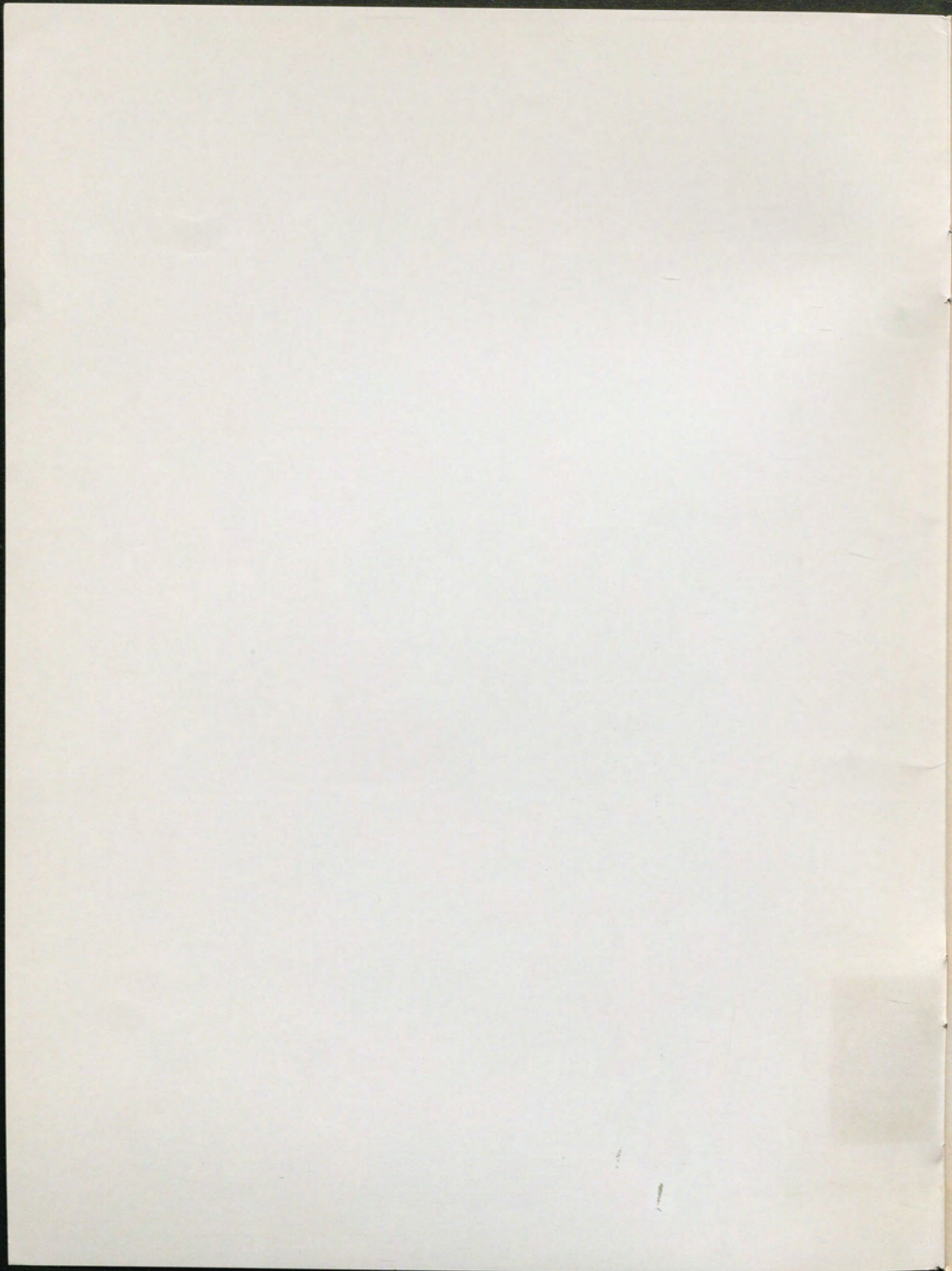
The First Consultative Workshop on the
Central Karakoram National Park and
World Heritage Site Nomination



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1995
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Skardu, Pakistan
September 28-29, 1994

IUCN
The World Conservation Union



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ACKNOWLEDGMENTS

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Support for the Karakoram Workshop and
Proceedings was provided by the World Heritage Committee, UNESCO.

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Page 13: David Pearson.

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IUCN – The World Conservation Union, Pakistan
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ISBN 969-8141-12-X

Designed by Creative Unit (Pvt) Ltd
Formatted by the Communications Unit, IUCN
Printed by Rosette

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DEDICATION

This workshop report is dedicated
to the people of Balcistan

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Preface

Attempting to develop a new national park, and to propose a World Heritage Site is a complex business, no matter where one is, whether in a developing or a developed country. Our environmental knowledge, or our knowledge of cultures and peoples is often imperfect and we must deal with formal political structures and often multi-layered informal systems of decision-making. This is particularly true in the Central Karakoram, the historical meeting point of many cultures, trading and economic systems, and even of contemporary warfare.

So, it seems important as we move towards the development of the Central Karakoram National Park, and many other parks that may emerge from the growing understanding of the benefits of ecotourism in northern Pakistan, that we have some idea, some unifying principal that guides us in the work. We propose that we seek to achieve a form of ecosystem integrity as a main theme in this work. We should embrace the ideas that both the ecosystem and socio-economic system are complex and not be daunted by them. We must accept that the people of Baltistan are as much an integral part of the ecosystem as are the flora, fauna and the grand mountains.

Developing the national park should mean developing a system that respects traditional culture and rights, and where there are problems, old or new, we strive to mediate a relationship between humans and the environment, for the survival of both. On a more philosophical level: ensuring ecosystem integrity means that we all, government, NGO, visitor or villager, understand that the ecosystem has intrinsic value and that we must live in harmony with it.

For the Central Karakoram those of us involved in this initiative must see the combination of technocratic and scientific work as inextricably linked to the broad political and local decision-making processes. For the Baltis, the ecosystem is home, and all the management planning and development work in the world will come to nought if the efforts result in negative consequences for their home place.

Government cannot simply make an abstraction of the park idea, or provide world class designations, and it certainly cannot impose solutions. If the people of Baltistan do not believe in the idea, it will never be achieved. Empowerment and co-management are crucial processes, as is the acceptance of responsibility for one's own governance. If the planning process in the Central Karakoram is undertaken as a truly sustainable development, then the participatory process proposed, and now endorsed, by the Government of Pakistan must be respected at every turn in the path ahead.

*Stephan Fuller,
Peshawar,
December 1994*

Acknowledgments

The first consultative workshop on the Central Karakoram National Park and proposed World Heritage Site was organized by IUCN Pakistan at the request of the Government of Pakistan. The Steering Committee for the programme consisted of Stephan Fuller and A.L. Rao (IUCN Pakistan) and David Sheppard and Jim Thorsell (IUCN Headquarters in Switzerland). They were assisted in organizing the workshop by Arshad Gill and Shaukat Hayat (IUCN Pakistan) with considerable support from Anwar Ali (Aga Khan Rural Support Programme Gilgit) and Ismail Zafar (AKRSP Skardu). Many other AKRSP staff members helped during the two preparatory trips to Skardu and the workshop itself, ably led by M. Darjat (AKRSP). Backstopping the IUCN effort were several staff members within the Pakistan programme. These included: Aban Marker Kabraji, Saneeya Hussain, Marianne Gemin, Pervaiz Naim, Javed Ahmad and M. Jamil. In particular Marianne Gemin and Pervaiz Naim functioned as formal rapporteurs for the workshop.

Considerable thanks must also go to Abeedullah Jan, Shakil Durrani, Inayatullah Chaudhry, Ghulam Rasool, Abbas Kazmi, Manzoor Hussain, and Kaiser Khan who played significant roles in chairing, facilitating, animating and organizing the workshop. Professor Ken MacDonald functioned as a "respondent" for the workshop, producing a critical review of the work, and visiting Askole after the workshop to gauge its impact and value.

List of Abbreviations

AKRSP	Aga Khan Rural Support Programme
DFO	District Forest Officer
GOP	Government of Pakistan
IGF	Inspector General of Forests
IUCN	IUCN-The World Conservation Union
NCS	National Conservation Strategy
UNESCO	United Nations Educational, Scientific and Cultural Organization
WHS	World Heritage Site
WWF	World Wide Fund for Nature

Executive Summary

Workshop Summary

Although Pakistan was one of the first State Parties of the World Heritage Convention (1976) and has five cultural sites on the World Heritage List, no natural sites have been designated. On the request of the Government of Pakistan for assistance in identifying potential natural areas for nomination, an IUCN mission of Jim Thorsell, Senior Advisor, Natural Heritage Programme, IUCN, and Abdul Latif Rao, Programme Director, IUCN Pakistan visited the Karakoram in September 1992, as this area is viewed as the most internationally renowned area of the country with the most obvious prospects for a World Heritage nomination. The Mission suggested certain actions be taken in order to prepare a nomination proposal for a World Heritage Site and for the future management of that site. These suggestions included the establishment and official gazettelement of a Central Karakoram National Park (consistent with the recommendations of the National Conservation Strategy); consultation with local village councils for their views on a nomination proposal and the consequences of such a nomination; the convening of a workshop to review legal issues and the preparation of the World Heritage nomination proposal. Work should also proceed on boundary selection; identification of key management issues; and the preparation of a management plan for the Park and the site.

Soon after the mission, GOP announced the creation of a Central Karakoram National Park, and asked IUCN Pakistan to help them convene a workshop which would assemble all the key partners and institutions who would be involved in the proposed nomination, including local representatives. Originally they were to discuss a draft proposal to be submitted to the World Heritage Committee, and to identify and discuss key issues and problems related to the nomination and the establishment of a World Heritage Site in the Karakoram.

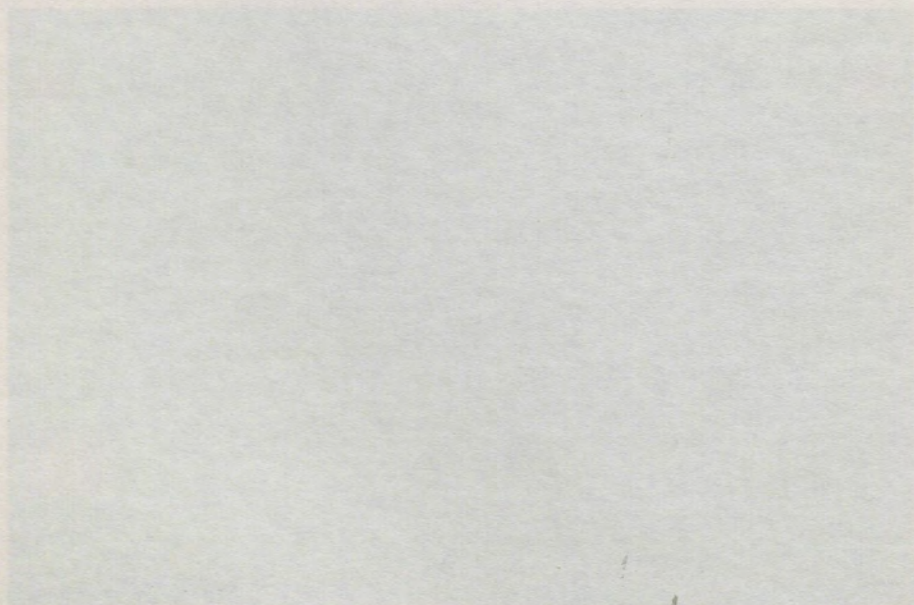
The Central Karakoram Workshop was held on September 28-29, 1994, in Skardu. Representatives from the Pakistani government (the Ministry of Food, Agriculture and Cooperatives, the Environment and Urban Affairs Division, the Ministry of Tourism, and the Northern Areas Administration), IUCN, local communities, tour operators and various NGOs such as the Aga Khan Rural Support Programme, WWF Pakistan and the Belour Advisory and Social Development Organisation, were invited to discuss the nomination proposal and the way forward (see Annex 6 for a participants' list).

The workshop lasted two days, during which participants discussed, in detail, issues related to the creation of a World Heritage Site, its management, and consequences for the local people. The summary of the workshop, which follows in Part I, gives some background information on the World Heritage Convention, highlights the issues discussed during the workshop and sets out an Action Plan for the coming months in order to finalize the nomination proposal. Part II incorporates the various background papers that were presented during the workshop. These papers give more detailed information on the Karakoram with regard to wildlife conservation, socio-economic issues, tourism, cultural aspects, etc. Part II also includes the first draft of the nomination proposal and a paper on the management planning process, both of which were discussed during the workshop. In addition, there are two papers evaluating the workshop's strengths and weaknesses, as well as making more detailed observations on the issues facing the village community.

Part I. Workshop Summary



Part I. Workshop Summary



Workshop Summary

1. Objectives

Speaking on behalf of the Government of Pakistan, Abeerullah Jan, Inspector General of Forests, Ministry of Food, Agriculture and Cooperatives, expressed strong interest in nominating the Central Karakoram as a World Heritage Site. Pakistan is a member of the UN Educational, Scientific and Cultural Organisation and a party to the World Heritage Convention, and even though some neighboring countries have World Heritage Sites, Pakistan has no natural sites on the World Heritage list. Some sites had been suggested earlier but, for various reasons, these had not been accepted. The Central Karakoram area is considered an area of exceptional scientific interest for geological reasons, and it has the world's greatest concentration of highest mountain peaks in a relatively small area. Attracting people from all over the world, it is one of the most spectacular alpine viewscapes on the planet. It has some of the longest glaciers in the world — the Biafo, Baltoro and Hispar, to name but a few. International recognition of the site was felt to be extremely important and could best be achieved through the nomination of the Central Karakoram as a World Heritage Site. Both the Pakistan National Conservation Strategy and the Forestry Sector Master Plan have recommended that the number of national parks and protected areas in the country be increased. The Central Karakoram has thus been designated a National Park and its nomination as a World Heritage Site would provide recognition and attract the technical and financial support needed to preserve it while bringing prosperity to the people of the region. It would also provide definite benefits for the scientific community. The workshop itself provided an opportunity to sort out several legal issues, to examine different aspects of the nomination and to make a case for the nomination proposal to UNESCO. The Government of Pakistan was grateful to IUCN for their help in bringing this initiative forward.

For IUCN Pakistan, the aim of the workshop was to inform and create awareness about the scenery, biodiversity and ecosystems of the Northern Areas, by bringing together Pakistani and international experts to share their knowledge and to help ensure that the Northern Areas are conserved and managed for future generations. The workshop was a response to the need to start discussions in a cohesive manner on a future management plan for the World Heritage Site. The Central Karakoram has been designated as a National Park, but there is a great need to focus on detailed boundaries and requirements for the preparation of a management plan.

IUCN's role is to assist GOP and the Northern Areas Administration in the nomination process. More particularly it presents an opportunity for IUCN Pakistan to show its long-term commitment to conservation and sustainable development in the Northern Areas. Work there has already been initiated in partnership with the Aga Khan Rural Support Programme; more work is to be done through a major biodiversity project, starting in 1995, with the United Nations Development Programme. IUCN Pakistan would like to start a process which would lead, in turn, to the development of a Northern Areas Conservation Strategy. The Government of Switzerland will provide the initial 'seed' funding for this effort.

2. The World Heritage Convention

A World Heritage Convention designation can be thought of as a Nobel Prize for a protected area. It is designed to protect the most outstanding areas (cultural and natural) in the world, and includes a prestigious list of sites. There is a very rigorous evaluation process with only a 50% rate of success. The Convention itself is the legal text governing the nominations of sites. The World

Heritage Committee is composed of representatives from 21 State members (elected by the State members every year at the General Assembly of UNESCO). Participation in the Committee is on rotation, the committee being renewed by one-third every year, and representation is on a regional basis. The Committee meets once a year and decides on the nomination of new sites. There are, at present, some 89 natural sites and some 230 cultural sites and 16 sites which fall into both categories. In 1993, there were 139 State parties. There are some special criteria and a set of conditions to be fulfilled in order to nominate a site. Nominations can be deferred until conditions improve and criteria are met. Nominations can only be put forward by a State party to the Convention.

The World Heritage Fund is funded by the membership fees of State parties. It amounts to US\$ 2.5 million, for allocations to natural sites and to cultural sites. Support can be given for equipment, staff training, scholarships, management planning, buffer zone activities. Usually assistance requests amount to US\$ 10,000-15,000. Once a site has been nominated as a World Heritage Site, it is often given preferential funding from the donor community as, by definition, a World Heritage Site is a priority site. Financial assistance from the World Heritage Fund is made available to less wealthy countries to help them manage their sites.

The World Heritage Centre is the secretariat of the Convention and is located within UNESCO; its main task is the daily administration of the Convention. IUCN's role has been as initiator of the Convention in 1969. It serves as a referee for nomination evaluations, monitors existing sites, keeps a record of the sites and ensures that they are managed at the high standards required. IUCN also promotes the Convention and its ideas, through the publication of books, videos, etc., and helps raise financial assistance for the sites.

There are four criteria for new properties, at least one of which has to be met for a site to be nominated. A site must be:

1. An outstanding example of the earth's geological history, geological processes or physiographic features.
2. An outstanding example of biological evaluation or ecological processes.
3. A superlative natural phenomena or a site of exceptional natural beauty.
4. An extremely important habitat for biological diversity and threatened species.

In addition to the above criteria, the site has to fulfill certain conditions of integrity, which have to be met before the World Heritage Committee accepts a nomination.

There is a yearly calendar for World Heritage nominations. Nominations are reviewed once every year (up to October 1 of every year) and examined by the Committee in the following year. For instance, nominations received by October 1, 1994 will be reviewed in 1995, and those received by October 1, 1995, in 1996. The Central Karakoram nomination will be submitted for review in 1995.

One particular requirement for the nomination of natural sites is that the site has to exclude areas of human occupation and intensive human use. The boundaries would only include natural zones. In some cases, local communities may request to be included within the boundaries of a site, especially if they follow a traditional lifestyle and seem in harmony with the environment.

3. IUCN Mountain Protected Areas Guidelines

In 1991, IUCN convened a workshop in Hawaii, which became popularly known as the Parks, Peaks and People Initiative. This workshop resulted in a major policy statement on mountain protected areas, published as Guidelines for Mountain Protected Areas.

The core principle in the Guidelines is the need to involve local and indigenous people in the designation and management of protected areas, and to respect local rights and traditional uses. To this end, the Guidelines emphasize that there should be many different types of mountain protected areas, applied as appropriate to regional circumstances.

The Guidelines are recommended for effective mountain protected area management; however, not all of them would apply to the Central Karakoram. The Guidelines (see Annex 1) cover a whole range of different subjects on mountain resource management. They include a set of rules on fires, on pollution (e.g. pack-in/pack-out rules, garbage disposal measures), the introduction of exotic species, forest plantation, use of fuel wood, promotion of the use of kerosene and provision of fuel stoves. There are also recommendations on grazing rights, on managing livestock, and on the construction of man-made facilities which should harmonize with the alpine setting. Some 31 other

guidelines focus on visitors' safety and define which type of action is appropriate and should be part of the management plan, including the provision of footpaths and bridges and sign posting of different trail routes.

Many mountain protected areas form boundaries among countries and there are guidelines for transfrontier cooperation and for the promotion of border parks. Finally, there are some guidelines on the effect of global climate change and for the provision of scientific research stations for climate change.

4. Issues Related to the World Heritage Site Nomination

Three working groups were formed to discuss in more detail certain aspects of the nomination. One group analyzed the regional socio-economic issues related to the park, including local participation and tourism, a second group focused on the management planning process, and the third group on the draft nomination proposal.

4.1 Regional Socio-Economic Issues

During the first day of the workshop, presentations were made on the socio-economic issues related to the whole region. These include various problems such as size of holdings (people with land holdings of less than one hectare are necessarily dependant on and interfere with natural resources), poor physical and social infrastructure (especially related to health and education), population growth, emigration, land degradation and deforestation. On the positive side, there are opportunities for socio-economic development in terms of agriculture (introduction of new crops such as potatoes), social infrastructure, regional economic integration, ecotourism and land development.

The various issues discussed during the first day of the workshop are summarized below:

- Traditional land rights must be recognized.
- Human settlements should not be disturbed.
- Subsistence agriculture should be allowed.
- Employment should be provided, on preferential basis, to people living around the protected areas.
- Conflicts among local people need to be resolved.
- Guides and porters must be trained to protect nature and control pollution.
- Compensation should be arranged for livestock killed by wild animals.

The participants felt that the nomination of the Central Karakoram as a World Heritage Site would have a definite impact on tourism in the region, as it would attract the attention of both the international and domestic traveller. One important issue raised was whether the nomination was consistent with the tourism policy of the government, and whether the Ministry of Tourism had envisaged its possible implications. Though the impact in terms of increased numbers of tourists might not be felt immediately, it was strongly recommended to the representatives of the Ministry of Tourism, the Ministry of Food, Agriculture and Cooperatives, and the Northern Areas Administration that there be coherence and integration between their respective policies to avoid future problems.

The participants strongly emphasized that full consultation and support from local communities was vital. The nomination should ensure that a mechanism exists to return benefits to the local people. Representatives from local communities who participated in the workshop expressed their views and gave a set of recommendations on what they would like to see come out of the whole process:

- The government should assist them to conserve the forests.
- Porters who use wood for their own cooking, should not be allowed to do this and should be given kerosene stoves.
- Domestic cattle are being preyed on by predators that are protected by a hunting ban. The government should come up with a system of compensation for the loss of domestic animals.
- Local employment should be favoured.
- The government is charging tourists a 'waste fee' to minimize pollution in the area; the local communities are not getting any share of this. The government should ensure that the money is given to the local people in charge of cleaning these areas.

The socio-economic issues discussed on the first day were taken into account by the group responsible for making recommendations on this subject. Their conclusions are as follows:

- Villagers should be included in decision-making and the ensuing benefits.
- One female coordinator should be appointed to involve the women and children in the planning process.
- Community traditions must be respected. Research is needed to document the existing traditions.
- Contact persons should be identified in each vil-

lage. These should be elected representatives or local officials. AKRSP should help organize community where no village organizations exist. The consultation should be coordinated by the project director.

- There is a need to inform all the communities of the area of the project; this could be through the use of radio and through meetings. All progress and decisions on the protected areas must be discussed on the radio, and small-scale meetings in villages must also be held. The Director of the Park should coordinate such meetings and involve AKRSP, NGOs and community-based organisations.
- Local people should be given a share in the revenue generated by the protected area. A separate entry fee is proposed, of which at least 50% should go to the locals. (Participants discussed at length the issue of a levy fee to be charged from visitors. It was pointed out that this would be a Park entry fee, but that the government was already charging several fees. There is a need for rationalization, and a decision must be taken by the government in this respect).
- The government should be encouraged to start a large scale programme for uplift of the whole area. The basic needs of all villages should be met by the government (as it does in villages in other parts of the country).
- Visitors and porters should be asked not to cut any trees; they should use kerosene oil for fuel.
- There are a few contractors in the area who have a 30-year lease for the mining of different minerals. This should be kept in mind before the area is declared a World Heritage Site. A complete survey of the mineral, gas and oil potential of the area is needed. Participants were informed that the World Heritage Convention does not prevent the site from being used or exploited as such, but that such use should not lead to any damage of the site. Small scale extraction could be possible but if there are any major mineral discoveries, it was preferable not to include the areas concerned within the site. With regard to the Central Karakoram site, it seems that the areas concerned are also populated and would therefore not be included in the park boundaries in any event, though further study on this might be needed.
- People who live within the 'buffer zone' around the protected area, and who have traditionally used the now protected areas as grazing lands

should be given preference in employment or other benefits

4.2 Management Issues

The management issues which came up during the first day of the workshop were:

- A Park Manager must be appointed as soon as possible.
- Licences and hunting permits should be discussed.
- Development of new legislation is needed.
- Proper planning should be done involving the local communities.
- Complete scientific studies are needed to ascertain any other natural resources like minerals and petroleum/gas in the area.
- The boundary of the protected areas needs to be well defined.
- Proper maps, signboards and brochures are needed for the protected areas.
- Methods and types of revenue generation, collection and distribution need discussion.
- Government support should be enlisted for development work in the area.
- Overall development plan/conservation strategy is needed for the entire Northern Areas.
- Public awareness and public participation campaigns need to be launched.
- Interagency cooperation is required, especially between the park management, the Ministry of Tourism, the local government and the Army.

One of the major points raised during the workshop was the need for the immediate appointment of a Park Manager, and a lengthy discussion followed on how to tackle this issue. Participants were reminded that the World Heritage Committee would raise serious questions on the nomination if the Park is not already managed and if there are no staff on the ground. The Committee will have to be convinced that the State party is actually managing the site, that there are people in the field, and that a management plan has been formulated.

The appointment of staff for the national park has to be approved by the government and to that purpose a PC-I would have to be formulated and approved by GOP. The responsibility for putting forward a PC-I lies with the Conservator of Forests and the District Forest Officer, Wildlife, for the Northern Areas. Some participants suggested, as an alternative, the formulation a PC-II. Also, depending on the size of the budget involved, responsibility for appointment of staff could stay within the purview

of the Chief Secretary of the Northern Areas.

All participants agreed that it was urgent to have at least a local project manager assisted by some support staff (typist, driver) on the ground. A consensus decision was reached that the Chief Secretary would be requested to prepare a PC-I for a period of 2 years and to appoint, in the meantime, the DFO Skardu as project manager.

IUCN Pakistan indicated its willingness to help the appointed project manager. IUCN will soon have a presence in the Northern Areas for a biodiversity project. This will entail some staff and a certain amount of infrastructure, such as an office in Gilgit, and close collaboration with AKRSP. IUCN offered to assist in the preliminary stages of the formulation of a PC-I or PC-II.

Another management issue that was strongly emphasized was that of local participation. Different models of community participation already exist that have worked well so far — there were recommendations that the existing network of grassroots organizations and institutions (such as AKRSP's) be used. It was felt that the consultation process should involve villagers on the periphery of the proposed site. They should be involved in the definition of boundaries and in the management of the park, and that some co-management systems should be worked out, for the impact and consequences of the nomination will also affect these people.

4.3 Management Planning Process

The basis for the discussions on a management planning process was given by Stephan Fuller (see Annex 1). The paper incorporated the results of two preparatory missions undertaken by the IUCN-SPCS unit, with inputs from the local communities.

The working group on the plan structure and planning process, focused on section 3 of the paper. It recommended that the planning process should be adapted to local circumstances and that some activities needed to be undertaken rapidly e.g. the formulation of a PC-I in order to proceed with the first stage of the planning process though it was recognized that this might take some time.

The group also recommended the creation of a Steering Committee where all park-related interests could be represented. It was suggested that the Steering Committee have representatives from the following institutions:

- Each village organization in the park area and within 5 miles of the park boundaries.
- The Northern Areas Council.

- Head of each union council in the area.
- AKRSP (especially the social organizers).
- Forest department (in particular the Conservator of Forests, Northern Areas and the DFOs of Gilgit and Skardu).
- Representatives from the private sector.
- The Alpine Club of Pakistan.
- Representatives from the tour operators.
- Other members, at the discretion of the Committee, representing interests in the field of education, health, logging and mining. They could be members at large, rather than formal members.
- Environment and Urban Affairs Division.
- IUCN, ex-officio, to provide technical advice.
- WWF Pakistan.
- Ministry of Tourism.
- Ministry of Food, Agriculture and Cooperatives.

The Steering Committee would meet two to three times a year.

An actual detailed plan is still to be formulated, and the group recommended the creation of a planning team with experts and technical people, that could be financed initially under a PC-I. This planning team would include the Park Manager, Forests and representatives from the Wildlife Department, an expert in gender issues who would also be a sociologist (preferably a woman), a representative from the Planning and Development Department, the DFO Wildlife for the Northern Areas, AKRSP, a professional park planner (who would provide input from outside and could be financed or provided through IUCN). There should also be some provisions to call upon technical experts as required.

Finally, the participants also put forward the idea of developing a regional conservation strategy for the whole of the Northern Areas. It was noted that so far there had been a number of initiatives, such as forest bans all over the Northern Areas, a number of protected areas for wildlife conservation, some work initiated by WWF and IUCN, etc., but that these initiatives have not, until now, been integrated into a larger strategy, and they should be.

4.4 Environmental Issues

Various environmental issues were highlighted during the first day of the workshop, and are summarized as follows:

- Littering and improper disposal of human waste must be controlled.

- Water contamination must be stopped.
- Large scale influxes of people, including porters and the army, cause environmental degradation and this should be mitigated.
- Dead animals should not be buried in the glaciers.
- Trash should not be dumped in the glaciers.
- Proper latrines should be maintained.

Further problems for wildlife conservation and landscape protection were highlighted by WWF Pakistan. These include the lack of infrastructure, problems related to the pastoral economy of the region and common grazing grounds (with scarcity of forage). Other issues mentioned were disease transmission, loss of vegetation caused by hunting and poaching by army and civil officers and others; large scale deforestation; soil erosion, landslides and pollution.

Kaiser Khan of Expedition Pakistan presented a case study on environmental issues, focusing on the pollution and environmental degradation of the Baltoro glacier. He spoke of a cleaning expedition that had been undertaken recently. The expedition managed to dispose of over 1.5 tons of garbage (human and animal waste, mixed garbage left by the army), to repair bridges which had been destroyed, to clean camping sites, and to build new camping sites and toilets. During the course of its work, the expedition also focused on education, training and the creation of awareness among the 65 indigenous workers who accompanied the expedition.

Major environmental problems encountered included environmental degradation and pollution (particularly in the Concordia area) arising from increased tourist traffic; the introduction of animals such as mules and donkeys, that have a high mortality rate as they are unaccustomed to high altitudes, with the bodies being thrown into crevasses; the trails they use have created water channels, and rapid erosion is ensuing; and overgrazing which causes erosion of the slopes and disturbs the wildlife. Another problem was the use of firewood by porters for open-air cooking and heating; porter huts in the major camping sites need to be constructed to help reduce the consumption of wood.

Another concern was the amount of pollution created by the army, and the fact that no action seems to have been taken to stop, control or monitor the environmental degradation created by its presence in these areas, given that they are restricted areas. Education and training of the

army in these matters was considered essential.

Mr Khan felt that cleaning expeditions might not be the ultimate solution, but there was still a need for them to be organized on a wider scale. They helped educate and make people such as trekkers and porters more responsible. He recommended that the Ministry of Tourism have a clear, effective and long-term policy in this respect.

The IGF requested Mr Khan to put this request in writing so that it could be formally forwarded to the Ministry of Tourism and the Ministry of Kashmir Affairs. Representatives from the Ministry of Tourism also agreed to discuss these issues with army officials and to inform them of the environmental problems arising from their presence in the Northern Areas.

Participants also concluded that there might be a need to conduct an Environmental Impact Assessment of the Baltoro area. Mr Khan was again asked to make a report to the IGF. On being formally requested by the government, IUCN could co-operate with the IGF, the Ministry of Tourism and the Northern Areas Administration on this issue.

4.5 Case Studies

Two case studies were presented at the workshop, on the experience of the Khunjerab National Park and the Bar Valley project.

Khunjerab National Park

Established in 1975, the Khunjerab National Park is one of the highest National Parks in the world. It is located on the Silk Route, and is the demarcation line between the Hindu Kush and Karakoram Range. Wildlife includes snow leopards, ibex, marmots, foxes, falcons, ducks, etc. Minerals such as copper, zinc and gold can be found in the area. A pastoral economy is predominant.

The main initial goal of the park was the conservation of the Marco Polo sheep. From 1975 to 1994 not much progress was made in managing the National Park as it was initially conceived. The closing of core areas for grazing lands did not work. There were conflicts between the graziers and the Park Administrator about grazing and the size of livestock populations.

A draft Management Plan has now been prepared by WWF Pakistan, in consultation with local people and with experts. The main objectives are to protect and improve conservation of wildlife, initiate environmental education for con-

ervation, organize and train staff and involve village organizations and to gradually reduce livestock pressure on the park. Other suggestions were to generate direct income sources (80% of newly created jobs would go to local people), provide training facilities, levy an entry fee and promote ecotourism, set up visitor information centres and have reliable transport, encourage tourist visits and facilities, and promote the sustainable use of wildlife. WWF Pakistan has successfully completed negotiations with the Khunjerab people but not with Shimshalis yet (who are very suspicious of both WWF and the authorities).

The lessons learned from the Khunjerab National Park experience are as follows:

- The park boundaries have to be clearly defined from the very beginning and all areas of conflict should be excluded from the park.
- Certain park rules are very strict but not implementable. The government should be requested to relax certain rules.
- Local people should be associated with park management from the very beginning and the government should not initiate things on their own. Partnership is vital.
- Park objectives should be clearly spelled out. For the KNP, new objectives have been added.
- Security forces should not be present in the National Park. Their presence caused friction, as poaching carried out by them was blamed on the local people.
- Education in environmental issues could be offered to the locals and village organizations involved in protection and conservation work (this worked well in Khunjerab).
- In instances of natural calamities park staff should help the local people.
- It is essential to have a sound management plan with the commitment of, and in consultation with, the local people.
- In the Khunjerab National Park, WWF Pakistan is recommending that some grazing be allowed, even in the core areas.
- The plan should include a component for the training of local people, staff and users. If the implementation plan runs into difficulty, it should be open to change.

Bar Valley Project

The Bar Valley project, started in October 1990, is an example of the use of trophy hunting for sus-

tainable wildlife conservation. Hunting permits, sold at a high price, generate resources for the local people, which provide an incentive for them to protect wildlife. Local people would shoot ibex mainly for food, and the animals killed were usually females or young ones. Around 400 animals were killed through hunting every year. Putting a price on each head, however, means income for the local people. Allowing a limited number of hunting permits to be sold generated Rs. 240,000 per year, which went directly into the local economy and promoted wildlife conservation. The local people got together and started protecting the population of ibex, which resulted in an increase in ibex population.

The Bar Valley case study shows that saving wildlife can be achieved by allowing some trophy hunting. Shakil Durrani, a former Chief Commissioner of the Northern Areas, recommended during the workshop, that a limited number of hunting permits also be issued for markhor and Marco Polo sheep.

The need for disseminating the lessons learned in the Khunjerab and Bar Valley experiences throughout Baltistan and the local communities of the region was also stressed. It would be useful for local people to meet one another and share their experiences.

5. The Draft Proposal

One of the aims of the workshop was to come up with a nomination proposal. The draft proposal presented at the workshop contained information compiled from various sources, but with some gaps. Participants were asked to return the draft proposal to A.L. Rao of IUCN Pakistan with their comments. During the discussion, participants realized that a nomination proposal would not be ready in time to be forwarded to UNESCO by October 1, 1994, and the deadline to finalize the proposal was, therefore, extended up to October 1, 1995.

Most of the discussions on the draft nomination proposal revolved around the problems of boundaries and the differences between a National Park and a World Heritage Site.

There was confusion during the workshop on issues related to the National Park and to the proposed World Heritage Site. It was noted that boundaries for the park and for the site need not be the same. However, if the site includes areas which are already part of a National Park, there

could be conflicts in terms of overlap in management plans, legal definition of the areas, and ownership of the land.

It was also noted that current legislation in Pakistan does not make any provision for World Heritage Sites, but mainly focuses on national parks. Participants agreed, however, that issues with legal implications could not be resolved at the workshop itself, and that the government was responsible for taking them forward. The issues included: the question of national parks and their boundaries; of co-designation of an area as a National Park and a World Heritage Site; and of possible amendment of existing legislation. For instance, conservation laws in Pakistan do not allow for buffer zones or for categories other than strictly protected areas. The legislation is outdated and IUCN Pakistan should initiate a review of current legislation and allow for a broader definition of protected areas, a recommendation that was eventually accepted.

Participants also discussed the possibility of adding other sites to the nomination proposal, and took note that there was nothing preventing the government from either extending the current boundaries of the proposed Central Karakoram site or putting forward a nomination proposal for other sites. It could also be possible to have a Central Karakoram site made up of 2 or 3 independent sites, a constellation approach where the site is fragmented and could include other areas. It was felt, however, that the nomination proposal should limit itself in Phase I to the Central Karakoram area, of which the international community is aware, and which has tremendous scenic resources and trekking opportunities. Ideas for a future expansion of the site were noted, such as the inclusion of the Rakaposhi Massif, sites that could be considered in Phase II. It was also noted that the responsibility for nominations lies with GOP, which ultimately decides which areas to nominate.

With regard to the boundaries themselves, it was reiterated that there should be no human settlements in the core areas; however, settlements could be included in buffer zones surrounding the site. Boundaries should also be drawn according to the physical features themselves.

It was agreed that in defining appropriate boundaries, more caution and time was needed, and that the local communities' input was vital.

A small working group with representatives from local communities was appointed at the end

of the first day, to examine in more detail the proposed boundaries and suggest changes. The group suggested some revisions: excisions were made to exclude areas where human habitations are intensive, and three additional areas were suggested. The group noted that there was an overlap with the boundaries of the Khunjerab National Park and this is inappropriate. At some later stage, the boundaries will need fine-tuning and field-checking, with more consultation and discussion with the local people.

Further discussion went on as to whether or not to exclude the Shimshalis' grazing areas and, exclude areas already gazetted as the Khunjerab National Park, especially in Phase I of the nomination. It was made clear to the participants, that the proposed World Heritage Site should have conflict-free boundaries, and that extension of boundaries is always possible in Phase II.

A larger working group gathered on the second day of the workshop to discuss the draft nomination proposal and, in particular, issues related to the boundaries of the proposed site and the overlap with those of the Khunjerab National Park, the inclusion of the Rakaposhi Massif, and the need for more detailed and accurate information. The consensus on boundaries was that small changes can be made under the existing nomination, but that no new inclusion was needed. It was agreed that private property should be excluded from the proposed site, and that access to natural resources and the traditional rights of villagers (e.g. access to summer pastures) should be allowed. Also legal co-management agreements should be put in place.

The feeling was that more groundwork was needed on summer pasture lands and that some concessions should be given to the local people for their use. Some areas (i.e. the core areas) should be strictly protected but flexibility on the fringes of the site should be allowed. The view of the working group was that there should be no overlap with the Khunjerab National Park, and it was not recommended to include the Shimshali areas at this stage. In fact, more participatory research needs to be done with the Shimshali villages. On the inclusion of Rakaposhi, the group considered that the ecosystem of the area was different (more precipitation, different animal life), which could give more variety. Rakaposhi could be included but this would mean extra work in terms of defining boundaries.

There was a great need for more detailed

information and two participants were asked to provide additional data to be incorporated into the draft nomination proposal: Abbas Kazmi of Concordia Trekking Services is to provide accurate information on local names and Manzoor Hussain of the Alpine Club to provide data on physical features. It was agreed that a new map with indication of boundaries should be distributed to the workshop participants wherein settlements adjacent to the boundaries of the proposed site could be located.

6. The Way Forward: the Action Plan

The workshop ended with a proposed action plan, to be followed in the coming months. The plan included:

Infrastructure

Staff including a director of the park need to be appointed. An office, a vehicle and back-up logistical support are also needed.

Legal aspects

The boundaries as notified on December 1, 1993 by the Chief Commissioner of Northern Areas should be considered as notional and will need to be adjusted. Modifications have been proposed that would make the park:

- More rational in terms of encompassing the main natural values of the Karakoram;
- More manageable in terms of following natural boundaries (e.g. ridgelines, rivers, glacial features);
- More legally compatible with existing legislation; and
- More socially acceptable by excluding land within the park that is privately owned and/or permanently inhabited or intensely used by humans.

A study of what mechanisms might be appropriate for co-management arrangements would also be useful.

Planning

A formal planning process for the park should now be initiated. This will require participation of a multi-agency team as well as related interest groups. The planning process should be a transparent and consultative one as outlined in detail in the workshop background paper in Annex 1.

- A steering or advisory committee should also be established which would have representa-

tives from the full range of park interest groups.

- A first task of the planning team would be to define a more appropriate boundary for the site. It would pay special attention to excluding areas of conflict as well as the potential for extending the park towards Rakaposhi.
- A 'zone of influence' or 'buffer zone' around the park should be defined.
- As the Karakoram National Park is to be planned in an integrated regional development context, it would also be useful to initiate the preparation of a Northern Areas Conservation Strategy that could be done parallel with the park management plan.

Communications

The proceedings of the workshop should be published. Based on the information, education and communication needs of the Northern Areas, and of the areas specific to the Central Karakoram National Park, awareness raising activities (especially targeted brochures/posters, videos and radio programmes in the local and Urdu languages, school/college campaigns, village meetings) also need to be undertaken. An Urdu version of the workshop proceedings targeted at the local communities is also envisioned.

Research

Data is lacking especially on the status of wildlife in the park. A census is overdue and needs to be conducted. Special attention also needs to be given to the Baltoro area and a carrying capacity study and, possibly, an EIA should be considered.

Funding support

Follow-up activities will require both government as well as donor support. Project proposals will need to be prepared to allow for implementation.

World Heritage Nomination

Once there is progress on the above tasks GOP should consider nominating the park as a natural World Heritage Site.

The workshop participants felt that the above actions are practical and achievable within the next year. Beyond that, a number of longer term actions are likely to be required. These include:

- The provision of educational materials;
- The preparation of tourism guidelines for tour operators, trekkers and porters;
- Marked park boundaries and the installation of entrance signs at key locations;
- A staff training strategy;

- Consideration of a compensation fund for damage by wildlife;
- Preparation of correct nomenclature for place names in the park;
- Kerosene depots installed at key departure points;
- The feasibility of a Karakoram visitor education centre located in Skardu; and
- Initiation of close liaison with the Chinese authorities on trans-border co-operation for the conservation of the park.

Finally, the workshop suggested a follow-up meeting, to monitor progress, in 1995.

7. Conclusions and Postscript

Following the Karakoram workshop the recommendations were formally transmitted from the Inspector General of Forests to the Northern Areas Administration. After due consideration the government accepted the proposals and GOP has begun preparing the necessary funding proposals. IUCN Pakistan has been asked to continue its facilitation

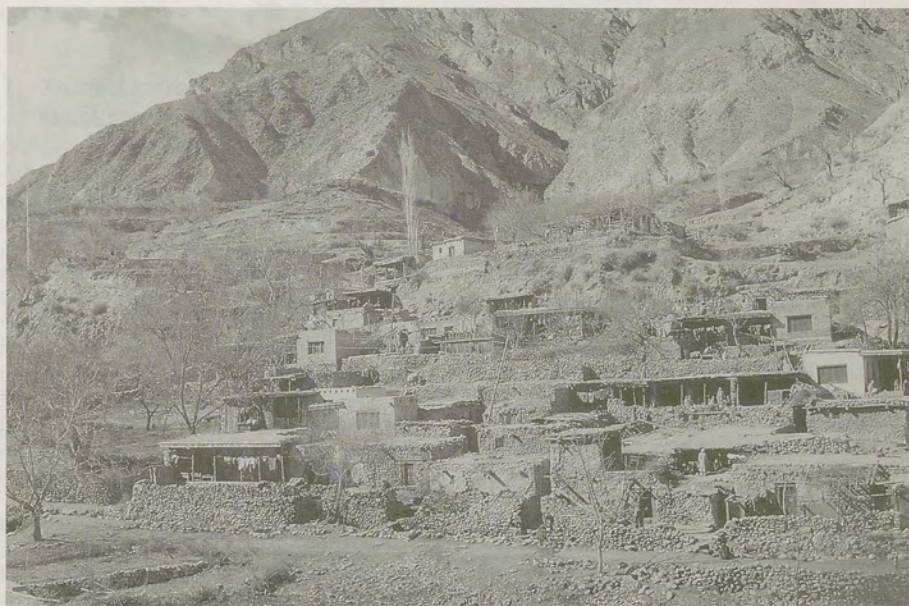
role, particularly with respect to establishing the planning process, and helping the steering committee begin its work. Technical assistance at critical junctures may also be provided.

IUCN has been successful in arranging modest funding from the Government of Switzerland (through the Swiss Development Cooperation) to assist with the planning process, although more substantial resources will be required for actual park establishment and facilities. Staff time is also being made available from within the IUCN professional group.

Finally, Ken MacDonald (funded to attend the workshop by the Canadian International Development Agency) was asked to function as 'respondent' and has prepared two papers which are included in Annexures 2 and 3. The first is a critique of the workshop itself, with recommendations on ways to improve the process. The second is a narrative about a post-workshop visit to Askole, that analyses a series of resource management issues, based on conversations with the Baltis and personal observations.

Part II. *Supplemental Planning Program* *Karakoram National Park*

Annexures



Towards a Management Planning Process for the Central Karakoram National Park and World Heritage Site

Stephan Fuller, IUCN Pakistan

"New proposals to expand or create national parks and protect wildlife...or to earn greater foreign exchange through ecotourism will eventually fail if the local, and often poor, communities bear most of the costs but receive little or no benefit."

Susan Braatz, 1992

1. Introduction and Background

The Government of Pakistan, at the time of the designation of the Central Karakoram mountains as a National Park in 1993, requested the assistance of the IUCN Pakistan Country Programme in developing a World Heritage Site nomination to submit to the UN Educational, Scientific, and Cultural Organization; IUCN was also asked to assist in the development of a management plan for the park. The Skardu workshop is a first step in completing these assignments and with assistance from UNESCO, from GOP and with 'in kind' support from the IUCN Pakistan programme (and its respective donors), initial progress has been possible.

In preparation for the workshop, two rounds of discussion were held with local communities, government officials, adventure travel and ecotourism operators, and NGOs about an appropriate agenda and objectives for the workshop. In particular, the resources and staff of the Aga Khan Rural Support Programme (an IUCN partner organization) in Gilgit and Skardu were relied on for a wide variety of tasks ranging from local logistics to the provision of technical information. As a result, a background paper on local environmental conditions and resources has been produced, a draft World Heritage Site nomination proposal has been prepared (and will be discussed in the workshop) and some preliminary ideas about an appropriate, long-term, management planning process for the park have been collected and are presented in this paper.

Most of the people in the preparatory meet-

ings stressed three fundamental points:

- a. The process will proceed slowly and deliberately, because sufficient background resources and environmental information are not available to quickly develop a full-fledged management plan.
- b. Resources are limited, so we need to start with simple, inexpensive mechanisms for the development of the management plan — at least until additional resources can be mobilized.
- c. Consultation and involvement of local people and interest groups should begin in Baltistan and work outwards to Islamabad and beyond, not vice versa. Local involvement in all aspects of park management and legal rights for 'cooperative' or co-management should be established as soon as possible, as a first principle.

To a great extent, these ideas have fashioned the contents of this paper. A longer list of environmental, resource and management planning issues, raised in the preparatory meetings, particularly with the representatives of Askole, Dasso and Hushe, is included.

The following is a short description of a generic park management planning process.

2. Conventional Management Planning Processes

During the 1970s and certainly by the mid-1980s many countries with national parks and protected areas agencies had developed some form of park system plan, with an accompanying process for developing management plans for individual parks or protected areas. These vary in their elaborate-

ness and sophistication, often depending on the resources available, but they all have certain generic components. Certainly the need for management plans has become self-evident to most. Such plans are developed to:

- Inventory the resources being protected;
- Identify management issues and problems;
- Set objectives and respond to issues;
- Quantify outputs from the individual activities;
- Set priorities;
- Allocate resources; and
- Establish monitoring and evaluation mechanisms.

There are many variations, worldwide, to this list but a management plan is the responsible manager's principal organizational tool with which park management is directed.

There are also several conventional steps, normally used, to develop a management plan. There are many variations available to this list (distilled from Mackinnon et.al. 1986 and others).

The usual sequence of tasks is as follows:

Task 1. Establish a Planning Structure and Process

- Confirm the mandate and ensure that it is understood by all participants;
- Establish a technical team to do the work;
- Establish appropriate Steering Committees or advisory bodies to oversee the work;
- Ensure that local interests are involved;
- Seek consensus, then codify the process to be used while allowing some flexibility;
- Ensure that all interests or participants have understood what will happen; and
- Confirm the budget and resources.

Task 2. Data Collection, Background Research, and Initial Field Work

- Define the general project area;
- Collect all available information on the biophysical environment, cultural resources, socioeconomic conditions, etc.;
- Undertake appropriate fieldwork; and
- Define a long-term research programme.

Task 3. Data Analysis and Assessment

- Assess the adequacy of the information base;
- Assess the legislative, policy and institutional context; and
- Identify key problems and issues.

Task 4. Develop Initial Management Objectives

- Design overall management objectives;
- Develop issue-specific management responses; and
- Prepare initial management options.

Task 5. Propose Protected Area Boundaries and Management Zones

- Refine proposed protected area boundaries; and
- Develop, as appropriate, a proposed system of zoning, where management objectives may apply.

Task 6. Propose Management Programmes

- Develop detailed programmes for each zone or management objective; and
- Define, where feasible, quantifiable outputs and activities.

Task 7. Develop an Implementation Plan and Budget

- Define a specific workplan, based on the management objectives, activities and outputs; and
- Budget on a provisional basis.

Task 8. Formal Distribution and Consultation of a Draft Plan

- Prepare a draft management plan; and
- Undertake public and interest group review etc.

Task 9. Analyze, Revise and Publish the Plan

- Planning team and advisory bodies review the draft plan; and
- Revisions as necessary based on public review and comment.

Task 10. Implement, Monitor and Revise the Plan

- Implementation by protected area managers; and
- Revisions to plan after a specified time period.

This conventional set of tasks is fairly straightforward, but implementation can be quite complex depending on variables such as the geographic size of the area, the variety of ecosystems that are contained in the area, political circumstances, the range of interests involved, resource use conflicts, and the nature of the management agencies

involved. A complex set of environmental, economic, and cultural circumstances will almost inevitably lead to a more complex process and a more complex plan. It will also result in a more time consuming process.

Most parks and protected areas agencies, when setting out on new protected areas programmes will, today at least, emphasize public involvement in all of the phases from the very beginning. Although it has not always been so, it is now widely acknowledged that the quality of the process ultimately affects the quality and public acceptability of the management plan. Time spent ensuring that groups or communities with an interest in the protected area are involved in the process, almost always pays considerable dividends.

Despite this general consensus, between 1982 and 1992, between the IIIrd World Parks Congress in Bali, Indonesia and the IVth World Parks Congress in Caracas, Venezuela there emerged a disturbing trend. Park systems in many countries, both in the developed and developing world, were not being completed as proposed and endorsed by governments. More importantly, there appeared to be an accelerating loss of biological diversity, the conservation of which was the stated principal objective of many park systems.

In the developed countries, such as Canada, New Zealand and Australia, progress towards completing park systems was complicated and slowed down by the need to settle aboriginal land entitlements and clarify legal tenure systems. In the United States and Canada, political factors and a continuing economic recession turned many rural communities' attention away from conservation towards an expressed desire to protect resource extraction jobs, (e.g. forestry) at all costs. In the centrally planned economies of other parts of the developed world, many institutions blithely ignored nature conservation and environmental protection priorities.

In South America many parks and protected areas suffered significant reduction in attention due to problems of political instability (e.g. Peru, Bolivia, and Colombia) and elsewhere (e.g. Amazonia) ecosystem management deteriorated due to a rush for what almost all informed commentators identify as unsustainable economic development.

In Africa and parts of Asia there were many similar problems, further exacerbated by significant human population pressures on wildlife habitat, and a growing and alarming direct degradation of land, forest and marine resources, through overex-

ploitation. Similar pressures are evident in parts of Pakistan.

Clearly, in the face of such evidence, the generalized protected area scheme described above was not sufficient. There simply was no demand for new national parks in many places, irrespective of how much public involvement was proposed. Worse yet, in many places, protected area proposals were met with outright hostility. There were also inadequate resources available in many areas to implement plan recommendations.

Innovation was needed and it has occurred in a surprisingly similar way, in many parts of the world.

Basically, the evolution has been quite quick, fostered by the creative work of some parks agencies, international organizations, and NGOs. Simplistically stated, the desire for public and local involvement in protected area planning must be reinforced even further by providing direct economic benefits to local communities from protected areas projects. People must have a stake in the outcome, and although it need not always be an economic benefit, such benefits are often desirable in poor rural communities. In the examples cited above, several new national parks have been created in northern Canada by legally binding settlements with aboriginal groups that define land tenure and dictate employment benefits and set royalty payments. In Africa, wildlife conservation efforts have been dramatically enhanced using a variety of 'conservation through use' agreements and by rethinking approaches to protected areas so that traditional human uses are permitted to continue where sustainability can be demonstrated.

In Pakistan a similar picture is emerging. The direct economic benefits of wildlife conservation, as a result of enlightened decisions to allow a sustainable harvest of 'trophy' species is already proving successful in the Bar Valley. This approach will soon be replicated in additional pilot initiatives in the Northern Areas and the NWFP. Similarly, the lessons learned from the ill-fated early planning initiatives in Khunjerab National Park, have been taken to heart, and the consideration of local communities' subsistence needs, land rights, and economic, health and educational benefits as requested by local communities are to be a central theme of the planning of the Central Karakoram National Park.

At a policy and planning level Pakistan is also making considerable progress. The National

Conservation Strategy, adopted in 1992, as the country's principal environmental strategic plan and policy, makes explicit recommendations for the development of a park system plan, and endorses the concept of community management systems. Similarly, in 1994 Pakistan has ratified the International Convention on Biological Diversity. This commits the country to the creation of a Biodiversity Strategy and Action Plan. It also requires the completion of a national network of protected areas for the conservation of flora and fauna.

In the case of IUCN, in particular, a lot of introspection and analysis during the late 1980s resulted in the explicit endorsement of new approaches during the early 1990s. The original 1980 World Conservation Strategy was rewritten and updated with a new focus. *Caring For The Earth: A Strategy For Survival* (1993), a collaborative effort with WWF and the United Nations Environment Programme, explicitly focuses on the needs of traditional communities. The document gives broad policy guidance to the respective organizations.

More explicitly, the IUCN Parks, Peaks and People symposium, in 1991 in Hawaii, resulted in the publication of *Guidelines for Mountain Protected Areas* in which a wholesale endorsement of co-management models is provided. Later in 1992, the IVth World Parks Congress produced the Caracas Action Plan with major objectives and action items promoting the protection of local interests and rights during development of new protected areas. Finally, and in the long run perhaps most importantly, the United Nations Conference on Environment and Development or the Earth Summit in June 1992 endorsed, among others, a 'soft' law known as Agenda 21, a detailed blue print for planetary survival. Chapter 13 of Agenda 21 includes a 10-page action plan for sustainable mountain development which is human centred, balanced by the explicit acknowledgment of the need for ecosystem management. Significantly, this is also endorsed by GOP and it is further reinforced by the NCS commitments and forthcoming provincial conservation strategies.

So, theoretically, the building blocks are in place. There is a strong government mandate for the work, there is at least a preliminary understanding of local concerns and issues by AKRSP and IUCN as well as the relevant government agencies.

But where does this lead us in the Central Karakoram?

3. Towards a Community-Based Planning Process

The Central Karakoram Mountains have an international significance due to their exceptional beauty, world-class mountaineering and trekking opportunities, historical interest and broad cultural and biological diversity. Increasingly, the mountains are understood to be a refuge for endangered species. These resource values have been described by many authors, historically (Maraini, 1961) and in contemporary times, (IUCN 1994b), and are summarized in the resource description and draft World Heritage Site nomination documents that are being discussed in this workshop.

Despite the recognition of these values, however, and with the general growth in the ecotourism sector in Pakistan (despite an apparent setback during the summer of 1994), there has been relatively little improvement in the overall well-being of the people of Baltistan. AKRSP reports that their efforts are well-received and progress is being made, but much more remains to be achieved in the areas of health, education, employment and what the United Nations Development Programme now calls 'sustainable human development'. Very few international agencies have focused attention on Baltistan although now the United Nations Food and Agriculture Organization/International Fund for Agricultural Development are proposing assistance for the first time and they explicitly wish to coordinate work with AKRSP and IUCN.

So it seems apparent, from the results of the preliminary discussions at least, that most officials, NGOs, and community representatives, while supporting the concept of a national park for the purposes of nature conservation and ecosystem management, want the initiative to be seen in a broader context of sustainable development. Creation of the park should achieve conservation objectives, but it should do so in a manner which optimizes land use alternatives, allows maintenance of subsistence life ways, and maximizes direct and indirect economic benefits to local communities. This approach also fits in with the recently revised IUCN method of classifying protected areas, in which the area may be managed for sustainable use.

If we accept this approach then several modifications will be appropriate to the generic management planning approach outlined above. Also there will be implications for the scope of several park-specific management issues. Some of these are described in the next section in more detail.

Some proposed additions to the generic park planning process include the following:

- a. Undertake the planning activities in the context of a district level sustainable development (or conservation) strategy. Use an ecosystem management approach in which the national park would be a large component, but it would be integrated into a broader land-use or integrated resource management scheme. This would broaden the mandate, take more time, and cost more money, but the end result may be more beneficial to a greater range of beneficiaries.
- b. Begin the process by forming a steering committee for the whole programme which focuses on appropriate sustainable development activities in the park and surrounding area. Allow such a body to self-define its planning priorities. After this has been accomplished, with some secretariat assistance, the committee would specify the tasks and then hire the technical team needed to meet these priorities, and to undertake the technical park planning functions, again in the context of the overall development priorities.
- c. Ensure that legitimate interests are represented on the Steering Committee. This would include local village representatives, union councils, religious authorities, district administrations, AKRSP, the military, adventure travel companies and others identified. The principle here is to provide an equitable mandate to each interest group irrespective of its legal standing or its historical advantages or disadvantages.
- d. If the participants of the Steering Committee see an advantage in doing so, then it may be useful to consider creating a set of valley-specific subgroups to consider in detail the needs of Hushe, Shigar, Nagar/Hispar, and possibly Shimshal. Each group should have clear terms of reference and well defined tasks and outputs. While there may be many issues in common, there are also cultural differences, environmental variations, political differences, and potentially different solutions available for each subgroup. These can be proposed and nurtured. There is nothing inherently useful in proposing the same management objectives, activities or solutions uniformly throughout such a diverse region.
- e. Although the overall objectives of taking a wider approach are apparently sound, it may be useful to establish subgroups to work on different themes, inside and outside the pro-

- posed national park. Examples include: technical methods for environmental remediation of damaged areas, economic development promotion outside the park, methods for returning revenues to local people, tools for tourism management, and infrastructure improvement. Ultimately these should be integrated into a regional management plan and, where appropriate, into the park management plan proper.
- f. Pick the technical support team, to the greatest extent possible, from local professionals. Provide internships and training opportunities wherever possible. Capacity development within the community and in district-level institutions should be a principal objective throughout the planning and development exercise.
 - g. Work through, and strengthen, existing councils and village structures and organizations. For technical planning subjects this may require training programmes, with a consequent cost in terms of time and money, but again, dividends are received in the long-term.
 - h. Base the planning process in Skardu and the villages with the majority of the Steering Committee membership from the region. Federal government members, Northern Areas government staff, national experts and expatriate advisors should be expected to travel into the area to do the work, in the majority of cases.
 - i. Provide adequate resources to facilitate participation and involvement by local representatives. Travel costs, living expenses, and honoraria should be provided. The value of the participation should be acknowledged in tangible terms.
 - j. Involve the private sector to the greatest extent possible, including local, national, and international ecotourism and adventure travel companies. Great innovation in economic development opportunities can be derived from this group.
 - k. Market the process. Use oral presentations, radio, and other media to let Pakistan and the world community know what is going on. Once there is a consensus on the basic tenets of the regional management and park management objectives make sure the travel industry, mountaineering organizations, and international organizations and NGOs understand and become supportive.
 - l. Once underway, use the planning process to quickly formulate some implementation activi-

ties (e.g. site rehabilitation) so that a two-track approach is established. Spin off implementation activities as frequently as resources allow, while also doing longer term planning.

- m. Use the planning process to help train wildlife, parks and protected areas officials from other parts of the country.

These suggestions would help to transform the conventional management planning process into a participatory community-based initiative. The list of ideas is not exhaustive and there may be additions or deletions resulting from the workshop discussions.

4. Management Planning Issues

There are several significant implications emerging from these suggested additions to the planning process, some of which also arose during the preparatory meetings for the workshop. Some of these are listed here again for discussion purposes.

4.1 Management Objectives

If we define the Central Karakoram planning process as a sustainable development programme, in which regional economic development, for example, is a key benefit, then the objectives of the park management plan must reflect this. A conventional management plan might focus on conservation and technical management issues, whereas a more broadly defined version would include explicit objectives related to the improvement of the economy, to enhancing the health and education of the local people, as well as to conservation objectives.

4.2 Geographic Scope

Developing a plan with a regional sustainable development objective would necessarily expand the study area to include not just the park, but the buffer zone surrounding the proposed protected area. To some extent this would occur anyway, but by explicitly discussing a broader area, an expanded group of interests may need to be included in the management planning process.

The existing straight line boundaries for the park study area, included in the government notification should be amended during the park planning process, to reflect basic management objectives, community interests, and ecological reality.

4.3 Type of Protected Area

There are several types of protected area which would be applicable to the Central Karakoram. The study area identified in the government notification is quite large, and in addition to boundary adjustments, a zoning system would probably be necessary, to allow for a range of management objectives. Alternatively, a smaller core protected area with a set of buffer zones could be developed, using the UNESCO Biosphere Reserve model.

Several of the recently revised categorization of IUCN protected area types would apply to the Central Karakoram, again depending on the management objective.

4.4 Type of Protected Area Management System

Many conventional national park management systems, particularly in developed countries are centralized and technocratic, almost exclusively the purview of national or subnational governments. A highly participatory planning process, however, particularly one focused on broader regional and human development objectives, is likely to result in alternative proposals. Indeed there are examples of decentralized management systems and park and conservation area initiatives largely managed by trusts, non-governmental organizations, and many of these have emerged in developing countries e.g. Nepal's Annapurna Conservation Area.

4.5 Community Co-Management Mechanisms

It is apparent from the preparatory discussions that the Baltistan communities that are close to, or may eventually be included inside the protected area will need a role in ongoing park management. For certainty and security of particular rights, a legal framework should be developed to deal with subjects such as land tenure, distribution of benefits, and public consultation. This will be particularly important if major economic benefits are expected to flow into the area. Alternative models should be examined for use in the Central Karakoram.

4.6 Tourism Management System

At present, most economic benefits from tourism in the area flow to the federal government or to private sector tour operators. A small, albeit significant

cant, amount goes to the Baltistani communities in porter wages. To increase the economic benefits for the villages, careful thought must be given to the system of fees, points of payment, accountability and overall management structure. This will also be fundamentally affected by the management objectives of the park.

4.7 Institutional Capacity for Management

The government agencies presently responsible for national park management do not have the resources, nor staff, to manage a major new park area. It is clear, therefore, to the greatest extent possible, that the management planning process should be used as an institutional strengthening programme and careful consideration must be given to the financial and technical sustainability of whatever system is in place after the plan is developed. Again, the scope of the planning process and the resultant management objectives will have an impact on both the mix of agencies that are involved, and their ultimate role in the management activities.

These are a few of the park management issues that will be affected by the basic design of the management planning process, although there are quite a few themes that could be discussed e.g. marketing, location of facilities etc. In due course all of these additional themes will need to be addressed.

5. Where do we go from here?

This was the basic question discussed in the workshop and reported on by the working groups. The Action Plan that resulted was adopted by GOP.

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Note

There were several community concerns about the Central Karakoram National Park raised during the preparatory meetings for the Karakoram workshop:

1. The village representatives (and about 50 villagers in Hushe) expressed qualified support for the national park concept, if grazing and fuelwood rights are 'protected' or at least managed in a manner which does not threaten their subsistence. Anecdotally, there is evidence that grazing pressure has been diminishing as cash income from tourism has been increasing.
2. They explicitly want legal co-management systems in place, which will ensure direct economic benefits, education and training etc. for the villages. Perhaps this could be one of the principal management objectives of the park.

3. There is general concern that the Federal Ministry of Tourism (which is responsible for the regulation of trekking and mountaineering), does not spend the funds they collect in rural Baltistan. The villagers want a carefully designed, fair and accountable management system in place, perhaps in a tripartite arrangement with an NGO e.g. the Annapurna Sanctuary model. What about a role for AKRSP?
4. Other specific issues which will probably be raised during the workshop, primarily from the Hushe meeting include:
 - garbage accumulation from trekking, mountaineering and the army;
 - over use of fuelwood by porters;
 - 'official' hunting;
 - boundary location concerns (linked to grazing);
 - intra-valley rivalries over economic benefits;
 - low porter rates from trekking companies; and
 - livestock compensation.

An Overview of the Karakoram Environment and Resources

Dr. Javed Ahmed, Shaukat Hayat, and Ismail Zafar
with the assistance of AKRSP's Skardu staff

Introduction

The Karakoram (Turkish for 'Black Rock Mountains') are a major mountain ecosystem of Central Asia, extending some 500 km from northern India to the Hindu Kush mountains of northern Pakistan. The Government of Pakistan designated the Central Karakoram mountains as a National Park in September 1993 to protect the flora, fauna and natural resources of the area. The park study area encompasses approximately 3,000 sq km.

The Central Karakoram, or Concordia, is an area of outstanding natural landscape consisting of numerous high peaks and many of the world's largest glaciers. The second highest peak in the world, K2, is the centrepiece of Concordia. The area is located in the Baltistan region of the federally administered Northern Areas. Administratively, it falls in the Baltistan and Ghanche civil districts. Skardu town is the gateway to the Central Karakoram and is reached by air from Islamabad or by road along the Karakoram and Indus highways, a distance of 800 km. The area is in a dry, temperate, high altitude climatic zone.

This background paper has been prepared to highlight the natural environment and resources of the area. It provides a general review of environmental conditions in the area for participants in the first planning workshop for the Central Karakoram National Park and World Heritage Site.

1. Natural Resources

1.1 Physiography and Topography

The Karakoram mountain range is approximately 250 km wide and 500 km long. The average height is around 6,000 metres, and four peaks exceed 8,000 metres. The highest peak is K2 (Godwin Austen) at 8,611 metres which makes it the second highest peak in the world. It was first climbed by an Italian expedition in 1954.

The topography is characterized by craggy peaks and steep slopes. Cliffs and talus slopes occu-

py a vast area. In the intermontane valleys, rocky inclines occur widely. Transverse valleys usually have a narrow, deep and steep appearance. Because of their great height, the Karakoram are characterized by heavy glaciation, the total glaciated area amounting to 17,800 sq km. Glaciers are larger on the southern, more humid slopes. The snowline on the southern slopes of the Karakoram begins at 3,000 metres but on the northern slope it ranges from 3,500 up to 6,000 metres. Traces of ancient glaciation are evident at lower altitudes down to 2,500 to 3,000 metres. Glaciers often combine to form complex glacial systems occupying the valleys. Seasonal melting of the glaciers gives rise to serious floods on the southern slopes. Groundwater accumulates in the rocky taluses and contributes to a more even flow throughout the year.

1.2 Climate

The climate of the Karakoram range is, for the most part, semi-arid and sharply continental. The southern slopes are exposed to the humidifying influence of the monsoons coming from the Indian Ocean. But the northern slopes are extremely dry. In the lower and central part of the slopes, rain and snow occur in small quantities; average annual precipitation does not exceed four inches. Above 6,000 metres the average temperature during the warmest month is lower than 0°C. At altitudes between 4,000 and 6,000 metres, the average temperature is lower than 10°C. Rarefied air, intensive solar radiation, strong winds, and great ranges of temperature are characteristic climatic features of the region.

1.3 Vegetation

The high altitude vegetation of the Karakoram varies quite dramatically. On northern slopes, with rocky desert soils, there are such species as the flowering plants of the genus *Caladium* and *Equisetum*. There are also vast areas completely devoid of vegetation, although there are individual pockets of brushwood

and poplars. In the central part of the northern slope, at altitudes of 2,500 to 3,000 metres, a desert-steppe landscape has developed, with scattered thick growths of bushes. At altitudes of 3,000 to 3,500 metres a mountain steppe predominates, and in places where there is greater soil moisture and the vegetation is well sheltered from the wind, there are prairie steppes. Further, higher up there are expanses of wintergreen, wormwood and meadows of desert adapted plants. On the southern slopes more extensive and varied vegetation is found. Valleys up to 3,000 to 3,500 metres support pine and Himalayan cedar. When located near streams, willows and poplars are able to survive. Higher up, high altitude steppes and typical alpine-like meadows predominate.

1.4 Wildlife

No systematic census of wildlife species has been carried out. Beginning in 1975, however, parks, wildlife sanctuaries and game reserves were established to conserve mammals such as the black bear, brown bear, Marco Polo sheep, lynx, snow leopard, and Tibetan wild ass. Four National Parks, four Game Sanctuaries and ten Game Reserves (See Table 1) have been established in the Northern Areas.

Shandur/Hundrap National Park

The Hundrap portion of this park covers an area of 996 sq km, while the area of the Shandur wilderness park is 644 sq km. The objective of this park is to preserve important fauna, particularly ibex. The flora of the area includes juniper and willow.

Deosai Plateau Wilderness Park

The area covered by this park is 3,464 sq km. The main objective of the park is to protect species such as ibex, snow leopard, brown bear, wolf, fox and marmot.

Khunjerab National Park

This park covers an area of 23 million hectares and is located in the upper Khunjerab and Shimshal valleys. The main objective of the park is to maintain and, hopefully, recover the population of Marco Polo sheep and blue sheep. Tibetan wild ass, snow leopard, wolf, ibex and markhor are also found in this park.

Astor Game Sanctuary

The Astor Game Sanctuary extends over an area of 416 sq km in the dry temperate alpine zone. The

important wildlife species found in the Sanctuary are markhor, ibex, musk deer, snow leopard, brown bear, black bear, wild fox and flying squirrel. Among birds the ram chakor, pheasant and pigeon are common. The avifauna includes hawks, eagles, vultures, kites and falcons.

Baltistan Game Sanctuary

This game sanctuary covers an area of 416 sq km and the important wildlife species found are ibex, markhor, musk deer, snow leopard, wild fox and brown bear. Among birds, ram chakor and chakor are abundant.

Khargah Game Sanctuary

The sanctuary covers 445 sq km and was a traditional shooting ground for markhor and ibex by the rulers of Gilgit. Along the nullah, herds of markhor and ibex are still seen.

Naltar Game Sanctuary

This game sanctuary extends over an area of 273 sq km. Major species found are markhor, ibex, snow leopard, brown bear and fox. Among birds, ram chakor and chakor are very common.

1.5 Forests

The forests of the area consist primarily of conifers. There are broad-leaved scrub stands in the foothills and a diverse mixture of broad-leaved species along the rivers.

The responsibility for conservation of forests rests with the government Forest Department. The Forest Department has, so far, not involved communities in the protection of natural resources and mainly tried to use legal measures for protection of

Table 1

Game Reserve	Area (hectares)
Tangier	14,000
Kilik	55,000
Danyore	44,000
Sher Qillah	17,000
Pakora Nallah	7,500
Chassi	37,000
Nazbar Nallah	33,000
Satpara	31,000
Nar Nallah	7,000
Astore Nallah	13,000

the forests. Since the communities have had no stake in the forests, they often have no respect for their conservation. Most frequently the line department has alienated the communities in the process of law enforcement, with the result, that most communities are involved in the destruction of forests and other natural resources.

There is an acute shortage of timber and fuelwood. The villagers have tried to overcome the natural shortages of woody biomass by planting trees on farmlands. However, the small land holdings are unable to meet the timber and fuel needs of the population. The distribution of forests in the Northern Areas is summarized below in Table 2.

In the Northern Areas of Pakistan the forests occur between 750 to 3,900 metres. Climatically this area falls in a transition zone between the subtropical and the temperate. Areas at lower elevations are classified as subtropical, whereas areas at higher altitudes and latitudes toward the north have the characteristics of a temperate region.

Based on rainfall distribution and moisture conditions, forests can be differentiated into the following units:

Sub-tropical Forests

These forests occur on the lower hill slopes generally ranging from 900 to 1,500 metres. The trees and shrubs are mostly thorny with the exception of olive trees. The main species in these forests are *Pistacia matica*, *Pistacia khinjak* (pista), *Olea cuspidata* (wild olive), *Dodonaea viscosa* (sanata), *Reptonia buifolia*, *Artimisa maritima*, *Saccharum spontaneum* and *Ariticasp*.

Temperate Forests

These forests exist throughout the Baltistan and Gilgit districts from 1,500 to 3,300 metres extending up to 3,600 metres on southern slopes.

The area is beyond the reach of the monsoons, but western disturbances bring considerable snow and rainfall in winter and spring. The average annual total precipitation is under 95 cm.

Table 2

Districts	Land area (sq km)	Forest area (sq km)	Forest (%)
Gilgit	29,652	245	0.8
Skardu	28,160	92	0.3
Astore	5,032	2,232	—
Chilas	7,219	245	3.0
Total	70,063	2,814	4.1

Temperatures remain below freezing point for 3 months in Skardu.

The main species occurring in the Karakoram are: *Cedrus deodora*, *Pilea morida*, *Pinus gerardiana*, *P. wallichiana*, *Abies pindrow*, and *Juniper nicropada*.

Sub-Alpine Forests

These forests exist throughout the Northern Areas with an altitudinal range of 3,300 to 3,750 metres and up to 3,800 metres. In these forests the conifers are comparatively short, the broad-leaved trees are bushy. Conifers rarely exceed 20 metres in height and broad-leaved species grow up to 10 metres.

The main species *A. pindrow* and *A. spectabilis* grow on lower and high altitudes respectively without any sharp demarcation line. *P. wallichiana* is the other coniferous tree. *Betula utilis* and *Salix* species are also found in the forest as well as dwarf junipers.

Alpine-Scrub

Above the sub-alpine forests are patchy scrubs found extensively throughout the Northern Areas, from 3,600 metres to 3,900 metres and may encompass 150 metres.

1.6 Glaciers and Peaks

Pakistan has some of the largest glaciers in the world outside the Arctic and Antarctic regions. The Siachin glacier near the border of Ladakh, is about 74 kilometres long and is the largest glacier in the area. Others include the Baltoro, Biafo, Hispar and the Batura. Each of them is roughly about 60 kilometres long.

It is possible to travel 200 kilometres of glacier without setting foot on earth, particularly on the Biafo-Hispar systems. This runs from Askole to the valley of Nagar, a distance of 240 miles and the trek usually takes 10 to 15 days.

The major peaks and glaciers found in the central Karakoram are given in Table 3.

2. Society and Culture

2.1 Society

Nearly all the inhabitants of the area are Muslims and the unwritten Balti language is spoken. The local people are the descendants of the ancient Mongols and Tibetans who came through the area into this part of the subcontinent. The education rate is almost negligible, particularly among women. However, religious teachings in Arabic and Persian at a very low level are traditional. The individuals of the community interact and communicate very close-

Table 3

Peak	Height (metres)	Glaciers
K2 (Chogo Ri)	8,611	Godwin Austin Glacier
Skil Brum	7,360	
Sumna	7,170	
GASHERBRUM GROUP		
Broad Peak (Falchan Braq)	8,047	Broad Glacier
Gasherbrum I	8,068	Broad Glacier
Gasherbrum II	8,053	Broad Glacier
Gasherbrum III	7,925	Broad Glacier
Gasherbrum IV	7,980	Broad Glacier
Gasherbrum V	7,003	Broad Glacier
MASHERBRUM GROUP		
Masherbrum peak	7,821	Masherbrum Glacier
Masherbrum SE	7,806	Masherbrum Glacier
Masherbrum LA	7,163	Masherbrum Glacier
BALTORO KANGRI		
Baltoro Kangri I	6,953	Konodus Glacier
Baltoro Kangri II	7,220	Konodus Glacier
Baltoro Kangri III	7,280	Konodus Glacier
Baltoro Kangri IV	7,250	Konodus Glacier
Baltoro Kangri V	7,260	Konodus Glacier
Pioneer peak	6,550	Konodus Glacier
LOBSANG GROUP		
Mushtaq Tower	7,237	Mushtaq Glacier
Biala	6,729	Biala Glacier
Mushtaq Pass	6,085	Mushtaq Glacier
TRANGO GROUP		
Trango Towers	6,617	Trango Glacier
Trango Towers	6,545	Trango Glacier
Trango Towers	6,544	Trango Glacier
Trango Towers	6,294	Trango Glacier
Trango Towers	6,251	Trango Glacier
Trango Towers	6,237	Trango Glacier
Trango Towers	6,150	Trango Glacier
CHOGO LINGSA GROUP		
Chogo Lingsa I	7,665	Chogo Lingsa Glacier
Chogo Lingsa II	7,654	Chogo Lingsa Glacier
Sia Kangri I	7,422	Chogo Lingsa Glacier
Sia Kangri II	7,325	Chogo Lingsa Glacier
Sia Kangri III	7,315	Chogo Lingsa Glacier
Urdok I	7,200	Margang Glacier
Urdok II	7,082	Margang Glacier

ly to protect their interests and cultural heritage. Religious festivals are celebrated collectively and serve as a binding force. All the families living with in the villages are generally invited to funerals, weddings and other festive celebrations.

The high mountains and narrow valleys kept this area physically isolated and it remained culturally separate until quite recently. However, improved communication, because of the Karakoram highway, is bringing rapid socio-economic changes. Of special mention is the influx of tourists which is rapidly transforming the local economy. This increasing influx of tourists is also importing new cultures and values.

Generally, the society is patriarchal and the men are responsible for taking decisions in the community. However, the workload mainly rests on the women, particularly with the advent of tourism, as the men often serve as porters in the peak season.

A joint family system (in which a father, his sons and their families live in one house and eat together) still exists and the earnings are distributed within the members according to need.

An exact demarcation of boundaries of the proposed Karakoram park has not yet been defined; therefore, the actual number of villages and people living in these areas cannot be accurately ascertained. However, data obtained from AKRSP Skardu indicates that a total of 29 small villages with a total population of 13,360 people are close to the boundaries of the proposed park while three villages namely Hushe, Khaplu and Askole with a population of approximately 1,200 persons are inside the park study area. The inhabitants of these villages have grazing and property rights over the area. During the summer, domestic livestock graze at the traditional pasture in the park area, and therefore several stone huts and animal corrals are found within the park. In addition to the local population, approximately 12,000 to 14,000 tourists annually visit the area on expeditions and in trekking groups.

The villages, number of house holds, and population is given in Table 4.

2.2 Land-Use

Irrigated Plantations

Hardly any land is available for raising irrigated plantations. Wherever good land and water are available, people use it for raising agricultural crops or orchards. Attempts have been made by the forest department to acquire land for small plantations. These plantations are mostly in the Baltistan

district. Gilgit and Diamar also have small-sized plantations. Fast growing tree species are being raised e.g. *Robinia pseudoacacia* (black locust),

Table 4

Village	Households	Population
KHAPLU		
Marzigone	51	413
Khanev	62	502
Kanday	105	850
Hushe	115	931
SHIGAR		
Dassu Chukhil	25	202
Nid	50	405
Biansa Pa	22	178
Fuljo	36	291
Biano	22	178
Gomoro	24	194
Seder	29	234
Khaqpu	23	186
Pakora	25	202
Hoto	25	202
Chonaggo	17	137
Sino	30	243
Khurfay	30	243
Tistay	40	324
Mongrong	36	291
Monging	13	105
Surungo	26	210
Thongal	26	210
Askole	36	291
Hoe Braldo	47	380
Arando	56	456
Saisko	123	996
Daghoru	67	542
Bain Bashey	41	332
Doko	32	259
Sibiri	35	286
Chutron	38	307
Hsmisil	43	348
Tisar	326	2,640
Demal	34	275
Niaslo	57	461
Thorogo	60	486
Total	1,827	14,784

Ailanthus altissima (tree of heavens), *Elaeagnus angustifolia*. *Populus euramericana* and *Pinus roxburghii* plantations have also been raised on an experimental basis.

Roadside Plantations

A 16-mile band of roadside plantation around Gilgit is being attempted. The species planted are: *R. pseudoacacia*, *A. altissima* and *E. angustifolia*. Survival is approximately 80%.

Agroforestry

To meet the demand for timber and other subsidiary produce, people have been growing *Populus nigra* along agriculture fields. Other species generally planted are *Salix*, *Robinia*, *Ailanthus* and *Elaeagnus*.

Cultivated Land

Agriculture is the backbone of the economy and about 80% of the people are involved in it. Between 300 to 600 metres elevation kharif and rabi crops are grown. Wheat is grown after harvesting of maize. Between 2,000 to 3,000 metres only kharif crops are grown, either maize or wheat. Beyond 3,125 metres elevation, the area is covered by alpine forests, meadows or glaciers. People shift their cattle and livestock to the alpine pasture during summers and hand over their land to tenants. Poor land-use practices are resulting in considerable damage i.e. erosion to forest and range lands.

Fertile and irrigated land consists mainly of small terraces and the main crops of the area are wheat, barley, potato and vegetables mostly grown in the summer season.

Raising fruit trees is another important use of land, and they are extensively planted in the valleys of Baltistan, Hunza and Yasin. The fruit trees generally grown are: apricot *Prunus armenia*, almonds *Punica armenia*, pomegranate *Punica granatum*, grapes *Vitis vinifera*, peaches *Prunus persica*, mulberry *Morus alba*.

These trees are planted along the fields or in small groups in the field as well as in courtyards. They are not only a source of food but also play an important role in the cash economy. People have now started exporting dry and fresh fruit to earn income.

Grazing Land

Livestock production and rearing is another main source of livelihood for the local population. Villagers generally have two types of grazing areas:

- Uncultivated areas in the lower parts of the valleys are owned by the government but there are vested rights for grazing by the adjacent population. These are used in winter. Mostly women and children graze cattle.
- Sub-alpine and alpine community pastures, are used as summer grazing pastures. The pasture grasses are nutritious and palatable.

The settlements are scattered making it difficult to estimate the number of total livestock in the area. Information from AKRSP shows that each settlement, on average, has approximately 700 animals, mostly sheep and goats. Such large numbers sometimes result in overgrazing and forage deterioration and soil erosion.

A Critique of the Karakoram Workshop with Recommendations for Improvements

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1. Introduction

This critical review is divided into two sections. The first addresses the specifics of the workshop; while the second focuses on the concerns of the local peoples and my own concerns related to the incorporation of local interests and research into a planning process for a Central Karakoram World Heritage Site. These opinions are primarily informed by my own research into traditional resource management systems, social organization, and social structure in the upper Braldu valley of Baltistan.

In addressing the specifics of the workshop I analyze what I consider to be the salient results of the workshop in relation to both its written and stated objectives. This seems to me the most appropriate way to address the following questions, which are used as evaluative criteria:

- Were the workshop objectives relevant and realistic?
- Was the workshop organized so that these objectives could be satisfied?
- What were the primary results of the workshop?
- Did the results of the workshop meet the objectives established?
- Was the organization of the workshop conducive to meeting these objectives?
- Was the quality of presentations, and the quantity/quality of information adequate to meet the objectives?
- Was the format of the workshop conducive to meeting the objectives?
- Were participants in the workshop appropriate in relation to satisfying the objectives?

These questions strike me as important criteria by which to judge the relevance, utility and functionality of the outcomes of this workshop. Necessarily, in using direct questions such as these for the purpose of evaluation, my remarks might seem more negative than positive. This is not to say that the workshop was not a success. As outlined

below, I believe that the workshop was a valuable exercise, specifically in terms of its immediate results. I adopt a critical approach in the hope that my remarks will contribute to the structuring of progressively more appropriate and effective workshops as the planning process proceeds. The comments below are meant, in all sincerity, to be constructive and I hope they are accepted as such.

2. Background to the Proposed World Heritage Site

The Central Karakoram is an abstract term with no precisely defined geological or physiographic boundaries. In relation to the mountaineering and trekking industries, it is generally considered to include the drainage of the Baltoro, Panmah, Biafo and Hispar and Chogo Lungma glaciers. However, various spatial definitions exist and are usually based on the inclusion of subgroups of the Karakoram mountain range. In 1975, George Schaller briefly scouted the Baltoro/Biafo areas as a potential National Park. According to Schaller (1980) "scenically it is magnificent...biologically it is interesting....It would be easy to establish a national park around K2, for no one laid claim to the sterile uplands" (p. 100, this alleged lack of claim is erroneous). Schaller, however, was of the opinion that other parts of the Karakoram demanded more immediate protection; that because of its remoteness, the reputed belligerence of the local population, lack of easy access, and the apparent absence of wildlife, the trekking and mountaineering industries would place very little demand on the areas. Consequently, he saw little benefit in establishing a protected area in the Baltoro/Biafo basins and recommended that an area of northern Hunza be designated as a National Park. In 1975, by order of the Government of Pakistan, this area was designated as Khunjerab National Park (Bell, 1989).

We now know that Schaller missed the mark,

even though his fear that the "onslaught" of expeditions in 1975 "might affect the flora and fauna" (1980; p. 100), presaged the situation that the region currently faces. Contrary to Schaller's predictions, the Karakoram has become an increasingly popular destination for the adventure tourism industry (MacDonald, 1994). In the mid-1970s, the top American and British climbers began turning their attention to K2 and the Baltoro/Biafo peaks. The organized trekking industry followed close on their heels. With the Nepalese and Indian Himalaya becoming increasingly popular and "over-touristed", the Karakoram began to gain a reputation as a "last unspoiled wilderness". Unfortunately, this was not without accordant pressures on the local environment, economy, and society.

It is both the natural qualities of the area that have given rise to the region's popularity and the pressures that arise from this popularity that provide the rationale for nominating the Central Karakoram as a World Heritage Site — to recognize its intrinsic natural value but also to regulate the pressures that threaten its natural integrity. Having said this, it is important to recognize and to admit openly that there are numerous and varied agendas on the part of various stakeholders, behind this nomination process i.e., GOP and its sub-governmental agencies; the administration of the Northern Areas; NGOs including IUCN, IUCN Pakistan and AKRSP; local villagers; independent tourism operators; participants in the international adventure tourism industry, both clients and operators including trekkers and mountaineers — and others who are likely to emerge as the process proceeds. The Central Karakoram is a strategically important and politically turbulent area and it is important to recognize that conservation, per se, will not necessarily be prioritized in the process of establishing and managing a World Heritage Site there.

3. A Critical Review of the Workshop

I think it only fair to evaluate the workshop on its own terms — that is, according to the objectives set by the conveners. From the initial circular describing the organization of the workshop, the intended objectives were as follows:

- To "assist in the development of a nomination proposal for World Heritage listing of the areas and identification of steps involved in processing it for approval by the World Heritage Committee";

- To "contribute toward the preparation of a management plan for the area";
- To "increase awareness of the value and importance of this area and of important management issues amongst the various interest groups and key local persons"; and
- To "identify gaps in information and a future process for the preparation of a management plan".

During Aban Marker Kabraji's introductory address to workshop participants, she added an emphasis on bringing people together with specific knowledge of different aspects of the Northern Areas to share their knowledge, to discuss what is distinctive about the Northern Areas and what needs to be done to ensure that the region is "preserved, conserved and managed for future generations". She further stated that she wanted to demonstrate IUCN's commitment to working in the Northern Areas. This would also be a first step toward becoming actively involved in generating a Northern Areas Conservation Strategy.

In this review, however, I emphasize those specific objectives which I feel to be most relevant to the establishment of a successful World Heritage Site.

3.1 Were the Workshop Objectives relevant and realistic?

The objectives of the workshop provided an appropriate starting point for the process of delineating, defining, and nominating a World Heritage Site in the Karakoram. They were limited to concerns directly related to the nomination of the region for WHS status, and the preliminary preparation of a management planning process. Bringing individuals together who have varying experience in the Northern Areas was a potentially beneficial objective. This is particularly true in light of the impression that there is a paucity of research information regarding the Karakoram region (e.g. Ives and Messerli, 1989). This impression is seemingly widespread — witness the literal absence of the Karakoram region from discussion in the recent report for UNCED, *State of the World's Mountains* (Stone, 1992) — and must be corrected.

3.2 Was the organization of the workshop conducive to meeting these Objectives?

The organization of the workshop, in terms of structure, format and participation was not wholly conducive to satisfying the objectives set by the organiz-

ers. Although specific objectives were stated, the procedures of the meeting were not directly specified. Nor was there a statement of the expected outcomes and an indication of their immediate value. Both of these points are important as they impact on the question of the functionality and utility of the outputs. This is not to say that the workshop should have been rigidly directed without the apparent benefits of flexibility. But, if flexibility and a free flow of thought, information, and process were desired, this too should have been stated at the outset of the workshop and reflected in the organization format. In a situation where we want, and need, to learn as much from each other as possible, and where discussion must necessarily cut across lines of class, ethnicity, power, and social status, it is important that the roles of participants and methods of facilitating active participation be flexible and equitable.

3.3 What were the Primary Results of the Workshop?

Despite other outcomes, the following are what I consider to be the primary results of the workshop.

- A statement, by an advisor to the World Heritage Committee, of the possible criteria for nominating the Central Karakoram as a World Heritage Site.
- The identification and mutual introduction of several stakeholders early in the process. This is particularly important in soliciting cooperation and averting potential conflicts later in the planning process.
- A statement of the concerns of local people and the proposal of an incipient basis for local empowerment through participation in the planning process.
- An apparent consensus that local residents should be involved in planning and management, and that they should be the primary recipient of benefits resulting from the proposed WHS.
- A delineation of preliminary boundaries for the proposed WHS.
- A tentative outline of both a planning process and the composition of a potential advisory board to direct the planning process.

3.4 Did the Results of the Workshop meet the Objectives established?

The response to this question must be equivocal as I believe that three important objective were not wholly satisfied:

- To "assist in the development of a nomination proposal for World Heritage listing of the area and identification of steps involved in processing it for approval by the World Heritage Committee".
- To "increase awareness of the value and importance of this area and of important management issues amongst the various interest groups and key local person";
- To "identify gaps in information and future process for the preparation of management plan".

The satisfaction of these three objectives was to come about through interactive discussion among knowledgeable individuals within small groups. This seems to have been the goal of the workshop organizers given the initial agenda distributed both with the notification/invitation to the workshop and with the package of workshop materials. The results of these working groups were then to be discussed in an open session. Unfortunately, throughout the workshop, speakers tended to exceed the time allotted for their scheduled presentations and a significant number of the presentations were not directly relevant to the subject at hand. Consequently, some of the more important matters such as a discussion of the nomination proposal, and the identification of gaps in the proposal, were not adequately addressed. More importantly, the small group sessions that were meant to review the proposal never materialized.

A further problem involved the varying quality of presentations, and the quantity/quality of information required to satisfy the objectives. Specifically, the presentations by Thorsell (IUCN), Fuller (IUCN Pakistan), local villagers, and Inayatullah Chaudry (WWF) were quite useful in satisfying these objectives. Thorsell outlined the criteria for nominating a World Heritage Site, the process by which geographic areas are nominated and designated as World Heritage Site, and, in an admirably neutral manner, advised workshop participants on how to effectively negotiate their way through this process to maximize the potential for success.

Fuller provided the conceptual basis for the development of a management planning process. This included not only specific management planning objectives and a tentative schedule of the management planning process, but, most importantly, emphasized the necessity of local involvement. He also stressed that this involvement have a legal basis. This is essential if the WHS is to serve not just as a tool for conservation but also as a means of

generating local empowerment. Inayatullah Chaudry, in his discussion of WWF's experience with management planning and implementation in Khunjerab National Park, indirectly demonstrated the importance of comprehensive local participation in the planning process.

The remainder of the presentations, while interesting, were, as Abeerullah Jan frequently pointed out, of little direct relevance, and much too general to satisfy the objectives of the workshop. This, however, must not be seen as a failing of the workshop conveners. Rather, it is a function of the failure of the presenters to address the specific issues and geographic area that were to have been considered.

These points refer particularly to those presentations that were intended to deal directly with local issues in the Karakoram socio-economic and land-use issues and opportunities; tourism and adventure travel; local participation, wildlife conservation and landscape protection; and communication and awareness. As Abeerullah Jan frequently reminded the presenters, there was little real discussion of the situation in the central Karakoram. Indeed, many of the presentations by persons affiliated with specific institutions were exceedingly general and not directly relevant to the villages or geography affected by the proposed WHS.

If this is due to a lack of knowledge or experience then it makes sense to consult people with the requisite knowledge — the people most familiar with the affected villages, environment, institutions and resources. This means involving local villagers, or the field staff of relevant NGOs (e.g. AKRSP's social organizers) who have a direct knowledge of the environment and the villages directly affected. These should be the people who participate in meetings such as the Skardu workshop. I realize that protocol may demand that senior management be present at such meeting, but, in all honesty, senior management are not the people with direct knowledge of the villages/environment/people to be affected by the WHS. In discussing important issues such as land-use, local economy, social organization, and natural resources, people with direct knowledge must be incorporated into the discussion and presentation of information even if this seems to be an apparent breach of protocol.

In sum, the ability to satisfy workshop objectives (aside from questions of group dynamics) rests on three general criteria: (1) the organization of the workshop and the tenacity to adhere to defined time limits; (2) the quality/reliability of the information presented or discussed; and (3) the suitability/proficiency of those presenting and using the

information. Unfortunately, in the case of the Karakoram workshop, faults occurred in all three of these areas and prevented the full satisfaction of workshop objectives. A refreshing exception to this was when a small group of participants including local villagers set about mapping the boundaries of the proposed WHS. This group included people with a detailed knowledge of local geography who worked together and turned out a useful product directly related to the objectives of the workshop. More interaction along these lines was needed.

3.5 Recommendations for Future Meetings

With regard to points 2 and 3 made above, inviting the participation of individuals with direct, field level experience in the region can only serve to enhance the quality of input, and, hence, the basis for decision making and satisfying workshop objectives. The relevance of experience should be based on demonstrated knowledge and accomplishment rather than office and title.

Where this is seen to conflict with established protocol, and bearing in mind that there is a political gain to be made in recognizing protocol, it may be necessary to involve a greater number of individuals — perhaps differentiating between presenters, discussants and observers.

In relation to these last two points, it is important to note that many of the participants in the Skardu workshop had never actually visited the area within or immediately adjacent to the proposed World Heritage Site. If the area is being proposed for its natural splendour, geological or botanical/biological uniqueness, it is imperative that the proponents of a central Karakoram WHS understand the unique characteristics of the area. It is not sufficient to continually repeat the significance of the area in the context of one trait i.e. that it contains some of the highest peaks in the worlds. In addition, if they are sincere about mobilizing the Park/WHS as a direct form of rural development for the surrounding communities, they should have sufficient knowledge to be able to base their judgments upon an understanding of rural realities in the area.

These concerns can only be resolved through a direct exposure to the physical environment of the central Karakoram and a short but direct and sensitive exposure to village life in the Central Karakoram. This would help decision makers to understand the

contextual realities of local rural livelihoods, to generate an appreciation of local knowledge systems, and to understand that, contrary to prevailing stereotypes, local communities are capable of self-reliant organization. It would also allow them to appreciate the capabilities and valuable contributions that local people can make through their participation in, and sense of control over, this project. It might also allow decision makers to understand how a project like this can easily be captured by local elites, and thus enable them to counteract that process and ensure that the benefits of such a project are spread amongst the wider population of the area. If an important element of the creation of a WHS is to be a co-management agreement (and, in my opinion, it must be if the project is to succeed) then it is imperative that the two parties to this agreement get to know each other. Some local villagers already "know" state and NGO systems relatively well. But the same cannot be said of some state and NGO representatives (i.e., they rarely go to the villages, particularly villages "off the road").

These comments were supported by conversations with local representatives immediately following the workshop on October 1-3, 1994. They expressed reservations about the utility of the workshop and offered a number of reasons in support of this reservation. While the workshop did present an opportunity to publicize their concerns, the primary language of the workshop was English, while most of the participants were

Pakistani. Balti translations (for the benefit of local participants) were not offered and Urdu translations were only offered after repeated requests. When they were offered, translations were cursory and apparently deprecating. This served to strengthen the feeling that the opinion/comments of local representatives took lower priority than the opinion/comments of government and NGO representatives present at the meeting. This feeling must not be allowed to persist as it may well undermine future efforts to fully include local residents in the planning process.

Any agency, governmental or non-governmental that expects local communities to be a part of designing and implementing a comprehensive protected area strategy must be willing to listen to and learn from local peoples. This requirement implies a need to rethink professional planning roles and biases and it is this process of rethinking that one participant alluded to in his presentation. His words are well heeded. The capacity of local Balti communities for passive resistance is great (as has been demonstrated historically) and it is just such passive resistance that could, potentially, frustrate this project, as it has similar projects elsewhere in the Karakoram. In the spirit of encouraging this type of rethinking the Annex 4 of this report discusses the expressed concerns of local residents, and what I think are some salient issues that must be confronted in the planning and management process.

Report of a Post-Workshop Visit to Askole

Ken I. MacDonald, University of Toronto

While I could deal with a number of issues in this section, I intend to focus on the concerns and interests of local peoples. This a prudent choice. First, it is my area of "expertise", having worked with local communities close to the proposed boundaries of the World Heritage Site in both Baltistan and Nagyr. Also, from previous experience with other protected areas, local concerns and the participation of local peoples seem to be a, if not the, crucial element in determining the achievement of management objectives.

1. Expressed Local Concerns

Aside from the concerns of local village representatives present at this meeting, I encountered additional concerns while travelling in the Braldu valley following the close of the workshop. These are summarized below. I include these concerns at the request of local villagers and have taken the liberty to expand on and qualify these remarks. It is important to note, however, that these concerns were expressed by local (village level) elites and that the majority of villagers encountered in the upper Braldu had not heard of plans to establish a WHS and were not aware that a national park has been established. As indicated above, this indicates that there is a strong potential for local elites to capture the majority of benefits arising from this project. Presumably a similar potential exists in the Hushe valley.

The concerns listed below focus primarily on capturing any economic benefits that might arise from the existence of a WHS. While this is overtly opportunistic, it is not an unexpected tactic given that the local population has been largely excluded from the significant profits generated by the adventure tourism industry in the past. In designing a management plan it is important to recognize that the primary interest of local people in this venture will be in the immediate economic and social benefits accruing from it. This is not to say that conservation is not an important local priority; it is. Villagers,

however, consider their own regulatory mechanisms as sufficient to protect their own resource stock on the basis of traditional use. They do recognize that, in some cases, external demands place pressure on resources and that it is difficult to regulate this demand through traditional means or because of local social conventions (e.g. norms of hospitality that allow the appropriation of fuelwood by expedition porters). The concerns outlined below must be considered in this context.

1.1 Transport

A central concern of local inhabitants in the Braldu valley is the state of the jeep road. The route is in need of constant repair and it is felt that the potential increased traffic resulting from the creation of a WHS will mean increased wear and tear on the road, while the existing road cannot support the volume of traffic that it currently receives. The road is prone to frequent breaching due to natural causes (mud flows, debris flows, seasonal fluctuations in river levels, landslides) and is routed through particularly vulnerable locations. The current location of the road puzzles local residents as its vulnerable situation, across the unstable loss of a series of terrace fans in the upper Braldu valley, means that it will continue to be repeatedly breached and in need of constant repair. They suggest (quite wisely in my opinion) that the road would require minimal repair if it were constructed across the relatively stable surface of the terrace fans. This might possibly require the construction of two or three small suspension bridges, but would also mean a reduced frequency of road failure. Of course, this issue is not directly related to the establishment of the WHS. The fact that local residents raise it in relation to the WHS, however, demonstrates that they view the process of establishing the WHS, quite validly, as a means to improve the physical infrastructure of the area and to further their own economic interests. To understand the perceived legiti-

macy of this local attitude, it must be remembered that this area has been a "playground" for a western leisure class for over 150 years, with little significant benefit accruing to the local population.

1.2 Tenurial Rights

The main concern in relation to economic opportunities is that guides for trekking and mountaineering expeditions should be chosen from villages with traditional tenurial rights areas inside the proposed WHS, as outlined below:

- Askole — Biafo, Laskam, Choricho, Chor Bloq, Dorong Burung, Riboo, Marpho cho, Tsing tar, Gulepi Bloq
- Surungo — Stakhpa Khro
- Surungo and Thongle — Biarokh Kushu
- Askole, Surungo, Thongle — Deadum, Dumaltar, Chongaltar, Skinmang, Drenmang, Bioqdong, Ghurmaltar
- Teste — Teri Kushu, Lar Bioq
- Teste, Korphe, Monjing — Mongo, Rhiongpi lungma, Starkh Chaqpa, Shing Khang, Bardumal To Paiju.

In practical terms this means that all land in the Biafo valley (up to Lupke Lawo) belongs to Askole, land in the Dumordo valley (Panmah and Choktoi basins) belongs to the villages of Surungo, Thongle and Askole, and land in the Biaho valley (Baltoro basin) belongs to the villages of Teste, Korphe and Monjing. Taken together, all lands in the Baltoro/Biafo/Panmah/Choktoi glacier basins belong to the six villages of the upper Braldu valley. Presumably, similar delineations would apply to villages in the upper Hushe valley regarding the division of lands south of the Masherbrum Group. This, however, would require further study and consultation with residents of this region.

Obviously this "demand" is likely to generate concern and confrontation with the current guiding community who come from villages outside of the upper Braldu valley (in fact I am not aware of a registered guide coming from any of the six villages in the upper Braldu), and quite often from outside of Baltistan. This demand, however, is considered reasonable by local men. The land being travelled is their traditional pasture and hunting ground and they consider themselves to be not only its stewards, but the people who know it best. Thus, in a geographical and cultural sense they consider themselves to be the most qualified to guide in this area.

In accordance with this opinion, is a request that programmes be established for the training of local guides. These should include foreign language

training and training in contemporary mountain rescue techniques.

Note that this "demand" does not extend to portering. There is a belief that all Balti villagers should benefit from the opportunity to work as porters, negligible though these benefits may be. Villagers in the upper Braldu seem content with the traditional practice of expeditions using Skardu and Shigar porters to carry them to base camp and using porters from the upper Braldu to carry them out. They do express frustration that an increasing number of porters from Hunza, Gilgit and Nagyr seem to be participating in the porter trade in Baltistan. There is also an indication that informal changes in the structuring of porter arrangements have been introduced through the office of the ADC in Shigar. It is not yet clear to me how this has affected portering opportunities for men from the upper Braldu villages. But it is important to recognize that there are locally accepted uncodified norms for the regulation of the porter economy.

1.3 Reforestation

Reforestation schemes should be established at Korophon, Biha, Gariung (Biafo plain) and Paiju to replace wood that has been harvested over the last century, primarily to supply expeditions and their porters.

1.4 Subsistence Hunting

Subsistence hunting should be allowed to continue under the regulation of village leaders and traditional mechanisms of control. Traditionally, the village *trampa* (headman) has had authority to prohibit or regulate the hunting of any species of wildlife. In Askole, there is currently a prohibition on the hunting of chakor because of a perceived reduction in the population. It is also important to note that any local hunting in the upper Braldu is strictly for the provision of a subsistence food supply or the protection of livestock. To the best of my knowledge, residents of the upper Braldu do not engage in hunting for profit. Despite significant financial incentive and pressure to do so from Chinese and Pakistani middlemen operating in the area, there appears to be no local activity in the trade of wildlife products.

1.5 Economic Opportunities

Jobs created through the establishment of a park or WHS with an entry point at or up-valley from Askole should be filled by Askolepong. These jobs should cover a broad spectrum of responsibility and

be accompanied by training in specific tasks and skills (e.g. foreign language training, park and wildlife management, personnel management, accounting and budgeting etc.).

1.6 Refuse

There is considerable local concern over the refuse problem throughout the area. Notably, villagers express concern that even though some expeditions have occasionally been organized to deal with the refuse problem, they have done only a cursory job, while profiting from the appropriation of government funds. Specifically, villagers note that these expeditions tend to concentrate on clearing refuse from mountaineering base camps on the Baltoro glacier while ignoring on-ice refuse at other locations on the Baltoro. They also tend to ignore all locations on the Panmah and Biafo glaciers.

According to local villagers it is common practice among some cooks, cook assistants, sirdars and expedition members to carry garbage away from campsites in the night and to "hide" it so that it is not obvious to expedition or trek leaders. It is also common practice among some trekkers to "hide" their garbage in an effort to maintain the aesthetic quality of the trek for others who may be following behind. While the motivation behind this practice is altruistic, the effect is that clean-up expeditions often miss a significant amount of this hidden waste. Inevitably, however, it will become exposed on the ice-surface or flushed out of the glacial system and into local streams. It must be made clear to all members of trekking and mountaineering expeditions that waste is to be carried out of the area. If this is deemed impossible due to exceptional circumstances (e.g. a forced evacuation), waste must not be hidden but must be left visible so that it can be carried out by subsequent expeditions.

There is also a concern among local villagers that clean-up expeditions are often run early in the season before seasonal snow melt has reached its peak (i.e. before late July, early August). Consequently, much of the waste is overlooked because it is not yet exposed. Specially designated clean-up expeditions must not only focus on certain base camps on the Baltoro but should be delegated to cover the entire region and should be dispatched at seasonally appropriate times

(i.e. after peak snow melt). Theoretically, this is being accomplished through funds collected for trekking and peak permits. There is, however, a strong feeling among local residents that only a minimal amount of money is actually spent by the Ministry of Tourism in cleaning up the waste generated by expeditions, and that what money is spent is often appropriated by contractors without fully completing the job.

2. Personal Comments

The comments below reflect my own informed opinion based on research in the communities and environment of the proposed World Heritage Site.

2.1 Boundaries

While a significant result of this workshop was the actual delineation of the boundary of the proposed World Heritage Site, I am concerned that the criteria for boundary identification were not clearly elaborated during the process. If these are simply tentative boundaries, the following points need not apply. If, however, these core boundaries are to become permanent, I believe that consideration must be given to the following points:

- The criteria for boundary selection seemed ad hoc and primarily concerned with excluding permanently inhabited settlements from the 'core area' in order to minimize potential conflict. Presumably, if WHS status is to be awarded based on geophysical, biological, or aesthetic merit, then it is essential that the rationale for the proposed boundaries be made explicit and supported on some cultural, ecological, or aesthetic basis. As the preliminary proposal predicates the nomination on characteristics of "exceptional beauty, historical interest and broad cultural and biological diversity", presumably the proposed boundaries should be explicitly defined and supported on the basis of these characteristics.¹ This is not to say that political factors will not, or need not, play a role in defining the core boundaries of the WHS. To ignore the local and regional politics of the area would be imprudent. These, however, should for the purposes of boundary delineation be secondary to the explicit criteria used in the designation of a World Heritage Site.

1. The preliminary proposal also cites "world-class mountaineering and trekking opportunities". While this is, no doubt, important in the context of economic opportunity and an interested constituency, it does not fall within the criteria of the World Heritage Convention of designating either Cultural or Natural Heritage.

- While local representatives did participate in the delineation of the proposed boundaries during the workshop, this "participation" merely involved indicating which settlements were permanently inhabited. They were not involved in selecting the criteria to be used in the delineation of boundaries, nor was their input sought regarding how local conditions in the Karakoram accord with the criteria decreed in UNESCO's Convention concerning the Protection of the World Cultural and Natural Heritage. Given the reference to historical interest, cultural and biological diversity, and endangered species, it is imperative that the voices of the local people be allowed to contribute to the nomination and creation of WHS boundaries, as, presumably, it is their history, their culture and their traditional resource base that is referred to.
- There is, also, a potential danger in using WHS boundaries to define and distinguish areas that are permanently inhabited by the local population from those that are only inhabited seasonally (i.e., to separate cultivated land resources from non-cultivated land resources, pasture lands, so that seasonal pastures are incorporated within the WHS). While this may not seem to be a problem within the co-management objectives promoted by IUCN, the potential for future appropriation and strict control by government agencies and agencies closely aligned with the government must not be ignored. There is an argument to be made in favour of excluding both intensively (cultivated) and extensively (pasture) used village lands from the WHS core area to avoid potential future conflict over concerns of local access and use. There is a consequent need to examine prior IUCN experience with similar situations in politically sensitive and turbulent areas.
- Partially related to these concerns, within boundaries, is the issue of ownership. While the proposal understands legal ownership of the subject area to be vested in the Federal Government of Pakistan, local villages have a very well-defined understanding of long-standing tenurial rights to the area (considered as common village property — see above). These have not yet been confronted by contradictory claims of ownership by GOP. Significant conflicts may arise from any attempt to assert claims of ownership over common property.

Similar conflicts have emerged in Khunjerab National Park (Mock 1990, Butz 1993, Knudson 1994).

- The issue of the recently declared Karakoram National Park must be addressed. As I understand, under the stated boundaries for this National Park fall both permanently inhabited settlements and seasonally occupied pasture villages. What implications does this have for local control over, access to, and use of resources? As the core area of the proposed WHS falls within the boundaries of the recently "established" National Park, a question of priority arises. Does national legislation relating to park management have priority over international standards for the management of a WHS, or can different management structures (i.e., one for the park, another for the WHS) coexist within the same geographical area? How does this affect the notion, apparently accepted by workshop participants, that boundaries should not be rigidly demarcated, but exist as a set of overlapping contact or buffer zones (management areas) extending out from a core area to incorporate a varied geographic and ecosystemic base? As different management concerns would presumably apply within each of these overlapping areas, is it not necessary to delineate these overlapping buffer zones and identify management concerns specific to each or can this wait to a later phase in the planning process?

2.2 Environmental and Socio-Economic Concerns

Military presence on the WHS

Potential and apparent problems arise from the military occupation of a significant part of the proposed WHS — the Baltoro glacier basin. These must be acknowledged and recognized in the development of any management plan for the area. The most obvious environmental concerns of this presence are:

- Site disturbance e.g. use of site as military training area, use of explosives and other munitions, construction of fortifications, establishment of bivouacs, etc. These examples are conjectures on my part as I am not familiar with the operation of military manoeuvres in the Baltoro basin. Actual demonstrations of site disturbance need to be documented to understand the full impact of the military pres-

ence of the Baltoro basin. Accessing the information required to do this may prove difficult and will depend on the co-operation of the military. Accordingly, the first step in this process should be to ascertain the willingness of the military to co-operate in this venture.

- Impacts on flora and fauna (e.g. cutting of trees/shrubs, poaching, disposal of military waste). While there is a great deal of discussion surrounding the direct impact of the military on local flora and fauna, much of it is "unsubstantiated". The cutting of trees and shrubs and the volume of waste surrounding military encampments is obvious and avoidable. The hunting of wildlife by army personnel has been described by local villagers and by tourists but is largely undocumented. It is important that any such activities be substantiated and documented to separate rumour from fact, and to resolve the problem.

Regardless of the outcome of studies examining the impact of the military occupation of the Baltoro glacier basin, at least two immediate requirements should be addressed:

- Any management plan for a Central Karakoram World Heritage Site should include a resolution that all World Natural Heritage Sites should be formally demilitarized. It is antithetical to the ideal of conservation that a protected area be occupied by a military force. While there is probably little that can be done to remove the military from the Baltoro basin, this concern should be explicitly stated.
- Realizing that the above is not likely to occur and may be politically disadvantageous to the establishment of WHS in the Karakoram, the armed forces should routinely receive training in environmental and social awareness. Environmental training should be included in military manuals and include seminars on human-environment relationships and mountain ecology. It should also attempt to instill a respect for protected areas (WHS) and the relevant treaty obligations in military personnel. Demonstrated understanding of the environmental impact of military manoeuvres and actions should be a required component of officer training with an emphasis placed on mitigating environmental impacts. These should be considered a direct component of basic training with frequent upgrading and "refresher" courses. Part of this train-

ing should include using the military in clean-up operations within the Baltoro and Biafo basins.

Tourist activity within the proposed WHS

The primary human use of the proposed area is by adventure tourists — mountaineers and trekkers. Mountaineering expeditions are of various styles and sizes, and place varying pressure on local social and environmental resources. Trekking groups also vary in size from individual trekkers, to large groups organized by tourist agencies both within Pakistan and overseas. Increasingly, it is large, highly organized, trekking groups that form the main component of tourism in the proposed WHS. To the best of my knowledge, there have been no comprehensive studies of either the volume or impact of tourism in this area.

There are several obvious considerations with regard to the environmental impact of tourism in the proposed WHS. Kaiser Khan discussed some of these in his workshop presentation, and many echo the concerns with military occupation expressed above. What needs to be addressed immediately is the probable social and environmental impact that may result from a potential increase in tourism through the creation of a WHS in the central Karakoram.

Realizing that current problems of waste (organic and inorganic) disposal, deforestation, and site disturbance (on and off-ice) will be compounded by any increase in tourism, central questions include:

- Are there figures from elsewhere (e.g. from Nepal's Everest Sagarmatha National Park) comparing the volume of pre-and post-WHS status tourist visits? Can these be used to estimate the potential for change in tourist traffic in a central Karakoram WHS, or do other intervening factors inhibit the validity of such comparison?
- How much more tourist traffic can the area support biophysically?
- How much more tourism can local villages support in terms of providing expeditions with supplies/foodstuffs without impinging on the ability of local residents to maintain their current levels of consumption?
- Is there a danger that potential increased demands from tourism will encourage attempts to increase short-term production and damage the land/resource base in doing so?

- What are the potential social consequences of increased tourism in terms of social structure, social organization, and the division of labour?
- What potential indirect environmental impacts are contingent upon social change?
- Given that the local population is already deriving income from tourism without the motivation of a WHS, is it realistic to expect any real benefits to accrue to the local population through increased tourism fostered by creating a WHS?

There are currently no answers to these questions for the villages and the environment most directly affected by the proposed WHS. Some obvious potential effects are immediately apparent. Given the increase in the number of adventure tourists visiting the central Karakoram over the last ten years, and the apparent effect that this is having on the environment, a management plan may well have to face the issue of restricting access to a WHS or imposing strict regulations governing the use of resources within the WHS.

In social terms, without sufficient employment opportunities in other spheres (such as the WHS and national park), there is the real potential that creation of a WHS will maintain the local population in positions of servile labour (through portering), without any real opportunity for "development", however defined. If demand for porter labour increases, the likely outcome for women, children and the elderly is an increased labour burden and a potential increased vulnerability to natural hazards and economic crises.

These potential outcomes stress the importance of devising means to avoid the unintentional creation of a tourism ghetto. One way in which the WHS can aid in local empowerment and avoid the creation of a tourism ghetto is by allowing local residents to retain effective control over local resources. This can be achieved by placing local people in positions of real authority within the management of the WHS. This, in turn, will allow them to retain the authority to negotiate new rules of access to resources and resource use. By having a future vested in the success of the WHS rather than being primarily reliant on tourism, a heavy dependence on the tourism industry, and the economic vulnerability implicit in that dependence, can be minimized. This, however, means that the rationale for the WHS cannot be reliant on tourism as an economic justification. Commitment to the establishment of the area as a WHS irrespective of its importance to the tourism industry must be secured from

the major stakeholders — primarily the GOP. This also means that local residents must benefit from direct employment in all aspects of park management including eventually occupying positions as rangers, interpreters and wardens.

The avoidance of dependency, however, also implies the continuing viability of the traditional socio-economic structure. Efforts must be made to ensure that the establishment of a WHS does not interfere with the maintenance of the traditional agro-pastoral economy if that is what local residents desire. This will entail continued use of grazing lands and seasonal occupation of areas within the proposed boundaries of the WHS. Conventional arguments have tended to assume that use within a protected area is *a priori* unacceptable. Increasingly, however, it is recognized that the simple use of resources within newly imposed protected area boundaries is legitimate but that the rules governing the use of resources may be negotiable. This is in keeping with local norms and should operate effectively so long as such negotiation occurs through established traditional mechanisms.

2.3 Local Involvement in Park Planning

If it is accepted that comprehensive local participation in the process of establishing and managing a WHS in the central Karakoram is essential to its success, then the urgent need is for the development of an effective, appropriate public participation strategy suitable to local peoples. The statement of village representatives, and the remarks of the representatives of governmental and non-governmental agencies at the Skardu workshop stress the importance of local participation and it is essential that this be addressed immediately. The proponents of the WHS must define precisely what they mean by public participation and demonstrate how this process is meant to empower and benefit local residents.

To contribute to such a process, I include a number of effective pre-requisites for an effective public participation process.

- Identification of stakeholders. It is important that all stakeholders be identified and made aware of the proposed WHS early in the planning process. This will allow all interested parties to have input and minimize conflict at later stages. The workshop provided an initial identification of stakeholders, but it is important to recognize that the proposed WHS will have an effect on a greater regional area than sim-

ply those villages adjacent to the proposed boundaries. In fact, more men from the Skardu and lower Shigar valleys find seasonal employment as porters than men from the Braldu and Hushe valleys. There is good reason to have preliminary, region-wide public meetings to provide basic information regarding the proposed WHS and to provide a broad base of public awareness and potential support. These meetings must be well advertised through local NGOs, and local radio broadcasts and must be held in locales to which people can easily travel (i.e., not simply in Skardu, Shigar and Khoplu). It is also essential that they be held in the Balti language, or have full simultaneous Balti translation so that all villagers are able to participate.

Beyond this, it is imperative to identify the real "players" who were not present at the Skardu workshop. It is necessary to recognize that different stakeholders will have different motivations for supporting or contesting a WHS but, ultimately, it is the GOP who will retain ultimate control over the WHS. As such it is necessary to identify all branches of the government who might have a potential interest in the areas being proposed as a WHS, to identify their interest, and to request them to demonstrate their commitment to the process.² It does not bode well, for example, that the military was not represented at the Skardu workshop given the likelihood that they will exercise control over activities within the National Park and the WHS for the foreseeable future. Their absence was conspicuous particularly in light of the discussion of the environmental effects of military presence in the proposed WHS.³

- Legal right to participate. This point, to a certain extent, echoes the concern that there be a legal basis for the co-management of the WHS. It is imperative for the integrity of the planning process that there be a legal requirement for public participation in the planning process, and that the right of individuals to participate be protected in law. This should include provisions for access to relevant information

and sufficient resources to allow for participation. This should not only encourage local input to the formulation of management objectives and a management plan, but should also serve to balance the radically asymmetrical power relations among the parties involved. It is essential that all participants in the planning process be able to engage in free and open dialogue without fear of retribution or condescension. Unfortunately, a history of repressive state-community relations in Baltistan has made many villagers distrustful of the state, and of agencies seen to be aligned with the state. If, as has been recommended, legitimate interests are to be represented in a Round Table format, it is essential to make the basic rationale of the round table — equitable participation — clear to all participants. Someone at the workshop stated that the concept of a round table was known in Baltistan — it is not. Although there is a form of consensus decision making within villages, relations with the state and outside interests have historically been characterized by power imbalances. For the participation of local peoples to be seen as valid and meaningful these imbalances must be corrected. Each interest group participating in the management process must have equal standing.

- Access to information. Knowledge is power, and for participation to be equitable, access to information must be balanced among all parties. Government agencies, and non-governmental organizations must be required to provide relevant information in a form that is understandable to all participants in the planning process. Similarly, given the paucity of research material for the Central Karakoram, local representatives should be used as resource persons for information regarding the local areas. There is a wealth of local ecological knowledge regarding resources in the region and this should be used to assist in the development of a management plan.
- Provision of resources. It is unreasonable to expect local participation unless the resources needed to participate are made available. Unlike other identified stakeholders, local repre-

2. Several specific stakeholders are immediately obvious: GOP as represented through various ministries, departments and divisions (e.g. Tourism, Forestry, WAPDA); the military; Northern Areas administration; IUCN; IUCN Pakistan; AKRSP; local tour agencies; local communities; union and district councils. Other potential stakeholders may be less obvious but just as important to identify and include in the planning process.

3. The absence of the district commander may have been excusable as the President of Pakistan was visiting the Skardu area at the time of the workshop. However, the presence of a senior staff officer would have been a valuable show of support.

representatives are unable to recoup the costs of participation and unless these are covered by an external agency, it is unlikely that full participation will occur. This should include transportation, living costs and a small salary if possible (in recognition of the fact that other participants will be receiving a salary from their employers and that local representatives will be taking time away from their household responsibilities).

- Finally, for participation to be meaningful and valid, it is important to be aware of the representativeness of the participants. Traditionally, it has been the *trampa* (village headman) who has been responsible for dealing with inter-village relations and mediating village-state relations. However, as the position of *trampa* has been formally abolished by the state, it is difficult to make this a requirement of participation. It is also questionable whether local elites continue to represent the interests of their fellow villagers. Accordingly there is the potential for local elites to use the planning process as a means to consolidate power and authority in order to capture the benefits arising from the creation of a WHS. Understanding how local representatives are held accountable within their respective villages is important to avoiding this potential problem. One potential way to avoid this problem may be to operate through the traditional institution of *yul hitumpa* (village lawmen).⁴ This is a position held for a year before it passes to another household. The number of *yul hitumpa* in any one year will vary between villages (in Askole, for example, there are four *yul hitumpa* each year). These men are traditionally responsible for the management of intra-village affairs, including pasture management, but are held accountable for their actions by all village households. Incorporating this institution into the Steering Committee may be a way to ensure that the benefits of the project are equitably distributed. At the same time such a strategy may run the risk of offending local elites and generating resistance to the project.

2.4 Dispute Resolution

Regardless of the existence of a comprehensive public participation strategy and a co-manage-

ment agreement, the final management plan must incorporate a dispute resolution mechanism or mediation procedure to deal with conflicts between resident people and park management. Even if local residents have a direct role in managing the WHS, it is unlikely that all grounds for local conflict will be eliminated. For this reason, a mutually agreeable mechanism for mediating disputes must form a part of the planning process. In devising such a mechanism, several issues should be considered:

- Any mechanism should be based on traditional indigenous models e.g. a body with rotational appointments similar to *yul hitumpa*, and an open appeal process to an ombudsman-like figure advised by a body of village leaders (along the lines of the feudal structure of court advisors, *ul-tsum-mi-trampa*). The composition and constitution of this group should be worked out during the planning process by all participants. Again, it is essential that the dispute resolution process be seen to be fair and equitable for all stakeholders.
- The composition of a dispute resolution board, panel or tribunal (possibly a combination of protected area management staff and local residents)
- Legalities: in the process of mediating disputes, it is important to recognize that there may well be potential conflicts arising from the legal context of decision making. It is necessary to clearly spell out whether decisions will be based on the legal code of the country, traditional/indigenous norms, or some mutually acceptable combination of both. This, of course, requires that outsiders have some understanding of what constitutes normative appropriateness in local areas. This will vary from sub-valley to sub-valley. Most villagers are already aware of the operation of the national legal system.

3. Research Strategies and Suggestions

The concerns that I have raised in this review, while certainly not exhaustive or detailed (time and space prevent elaboration), stress the need to develop a flexible management plan for the proposed WHS. The final management plan must be

4. This traditional institution of authority seems to have survived only in the villages of the upper Braldu valley and its significance there varies from village to village.

able to cope with the rapid socio-economic and environmental transformations that are currently occurring in the area. A management plan must also be able to anticipate and cope with direct and indirect changes that are likely to be created or accentuated through the establishment of a WHS (e.g. massive increases in tourism). It is important, then, in the early stages of management planning to instigate a data collection and research programme that will help to answer some of the questions raised above or, at least, provide the ability to anticipate potential problems and conflicts so that they can be averted or resolved before they become intractable. Most important is the design and completion of a comprehensive impact assessment for the affected area and communities. This should focus on a broader scale than simply the core area of the proposed WHS. While it is important to assess the impacts of a WHS on the ecology of the proposed zone, it must be recognized that the biophysical, social, and economic impact of the WHS will extend to the broader region and it is these broader impacts that may be more important, in terms of severe biophysical impacts, over the long-term.

It is with these concerns in mind that I recommend the development of a three-tiered interactive research programme focusing on short-term pragmatic data collection for interpretive use, short-term pragmatic data collection for predictive use, and a longer-term research programme aimed at monitoring and evaluation. Aside from research concerns identified in relation to management issues, independent research will continue to occur in this area. Consequently, it is advisable that international researchers with any research interest and/or experience in the Baltistan region be identified and contacted. This will facilitate their input to the design of an effective research programme, in full collaboration with local residents.

A simple breakdown of a research programme might resemble the following:

3.1 Pragmatic/Interpretive

- wildlife census
- resource inventory (instrumental resources)
- cultural significance and history
- geophysical/ecological significance and history

3.2 Pragmatic/Impact Assessment

- socio-economic conditions
- socio-economic history

- ecological conditions
- ecological history
- contemporary and historical local resource use patterns
- contemporary and historical use of resources by external users
- development programmes and consequent impacts/change in above factors
- effects of modernization and unplanned change
- history of resource exploitation by external users (tourism/military/resource extractors/traders etc.)
- trends in contemporary external use (specifically tourism and military)
- local society/economy/environment needs versus those of tourism and military users

3.3 Longitudinal Research Programme

- material and cultural history
- development and social change
- biophysical/geophysical status and change
- human-environment relations
- local meaning systems
- local value systems
- local discourses of conservation
- local discourses of domination/resistance
- local traditional knowledge systems

In many ways, these broad research topics overlap, and they are by no means exhaustive. Similarly, what I have termed short-term research for the purpose of an initial management plan, should obviously evolve into longitudinal research (both continual and periodic) for the purposes of monitoring, evaluation, and the progressive revision of management goals and objectives.

4. Conclusion

A few short comments will sum up the main concerns of this review. First, the Skardu workshop was a valuable exercise, but the outcome did not entirely meet the objectives set by the conveners. Future exercises need to be designed in a different manner. Specifically, they need to establish and make clear an explicit purpose, a set of procedures and the expected outcome. They also need to be more equitable, which means making them less formal in order to break down perceived barriers of power relations to achieve more free and open dialogue (realizing that this may well be impossible to totally achieve). If my review seems

harsh, I apologize. I do think the workshop achieved some significant results. I also, however, believe that it did not meet its full potential, and future exercises can only benefit from an analysis of the reasons for this.

The second part of this review highlights some important concerns that must be addressed in order to submit a successful nomination proposal and devise an effective management plan. A framework for a planning process that includes the well-being of local people is extremely important. It is essential to the long-term success of a WHS in the central Karakoram. Numerous examples (both failures and successes) from around the world point directly to the full participation of resident peoples as the crucial element in achieving the conservation goals implicit in the act of designating protected areas. If local residents are not full participants in, and benefactors of, the central Karakoram project, it will implicitly have failed. This is not to be taken lightly for such a framework requires a radical rethinking of the role of "professionals" in the planning process and requires that local residents assume equal standing with such "professionals". There is little history of such a process having occurred in Pakistan or the rest of the world, including my own country of Canada. I hope the concerns and suggestions expressed above will help make this a reality in the central Karakoram.

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Agenda

Karakoram Workshop, Skardu September 28-29, 1994

28 SEPTEMBER, WEDNESDAY

- 0900 - Recitation from the Holy Quran
- 0910 - Welcome remarks - Mr Abeerullah Jan IGF/AS
- 0925 - Objectives of the Workshop - Ms Aban Marker Kabraji, IUCN Pakistan Representative
- 0945 - Inaugural address
- 1000 - Tea

SESSION 1 - GLOBAL CONTEXT AND KARAKORAM

- 1030 - The World Heritage Convention, its implementation/implications - Mr Jim Thorsell, IUCN
- 1100 - Discussion
- 1115 - The IUCN Mountain Protected Areas Guidelines and their implementation - Mr Jim Thorsell
- 1145 - Discussion
- 1200 - Central Karakoram National Park and its Nomination on the World Heritage List: GOP Interest - Mr Abeerullah Jan, IGF
- 1210 - Discussion
- 1225 - Central Karakoram: an overview of resources and issues - Dr Javed Ahmed, AKRSP
- 1250 - Discussion
- 1300 - Lunch and Prayers

SESSION 2 - PANEL PRESENTATION AND DISCUSSION ON THE CENTRAL KARAKORAM

- 1400 - Environmental Issues - Mr Kaiser Khan, Expedition Pakistan
- 1410 - Socio-Economic and Land-Use Issues and Opportunities - Dr Abdul Majid, AKRSP
- 1420 - Tourism and Adventure Travel: Impact, Promotion and Regulation - Mr Shah Alam Khan, Ministry of Tourism
- 1430 - Local Participation - Mr Khalil Ahmed Tetley, AKRSP
- 1440 - Cultural Significance - Mr Abbas Kazmi, Concordia Trekking Services
- 1450 - Wildlife Conservation and Landscape Protection - Inayatullah Chaudhry, WWF Pakistan
- 1500 - Communication and Awareness - Ms Saneeya Hussain, Journalists' Resource Centre, IUCN Pakistan
- 1510 - Discussion
- 1530 - Tea

SESSION 3 - NOMINATION PROPOSAL

- 1545 - Draft Karakoram World Heritage Nomination Proposal especially identifying gaps in information - Mr A. L. Rao, IUCN Pakistan
- 1600 - Discussion on the proposal
- 1615 - Setting up a number of small groups to discuss specific aspects of the nomination proposal

SESSION 4 - SMALL GROUPS WORKING ON THE PROPOSAL

1625-1730

SESSION 5 - CASE STUDIES

- 1900 - Case study on Khunjerab National Park Management Planning - Inayatullah Chaudhry, WWF
- 1930 - Case study on Bar Valley Community Management of Natural Resources - Mr Shakil Durrani, former Chief Commissioner Northern Areas
- 2000 - Local Community's response to Karakoram National Park - Local Community Representative

29 SEPTEMBER, THURSDAY

SESSION 6

- 0900 - Summary of Issues (Socio-Economic, Environmental and Management Issues) presented on day 1 - Dr Pervaiz Naim, IUCN
- 0920 - Reports from small groups on the nomination proposal
- 0945 - Formation of working groups for improving the nomination proposal
- 0950 - Draft Management Planning Process - Mr Stephan Fuller, SPCS/IUCN
- 1030 - Tea

SESSION 7 - GROUP WORK

- 1045 - Discussion in groups on the following specific topics
 - Group I* - Plan Structure & Planning Process
 - Group II** - K2 World Heritage Nomination
 - Group III*** - Regional socio-economic issues related to the park, including local participation and tourism
- 1300 - Lunch
- 1400 - Discussion in groups continues

SESSION 8 - CONCLUSIONS

- 1500 - Presentation by groups and discussion
- 1600 - Conclusion and recommendations for management planning and World Heritage nomination (where from here?) - Mr Jim Thorsell, IUCN
- 1630 - Closing remarks by the chair

SESSION 9 - PROJECTS AND RESEARCH

- 1900 - Open for additional presentations on K2 related projects and research

* Facilitated by Stephan Fuller.

** Facilitated by Jim Thorsell & A. L. Rao.

*** Facilitated by Dr Javed Ahmad.

List of participants

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 Seeme Mallick, EDC
 Shah Alam Khan, Ministry of Tourism
 Shakil Durrani, former Chief Commissioner Northern Areas
 Taleh Mohammed, Ministry of Tourism
 Yousuf Ali, Forest Department

Representatives of local communities

- Raja Azam Khan, Shigar
 - Haji Fazal Ali, Shigar
 - Haji Mehdi, Shigar
 - Mohammad Jaffer, Khaplu
 - Mohammad Ibrahim, Khaplu
 - Mohammad Aslam, Khaplu
 - Dawood Khan, Khaplu
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List of Background Papers

World Heritage Site Nomination Proposal

The Central Karakoram National Park. A Nomination Proposal for the World Heritage List: First draft for discussion at the Karakoram workshop, Skardu, 28-29 September 1994, Ministry of Food, Agriculture and Cooperatives and the Northern Areas Administration.

Background information on the World Heritage Convention and the IUCN Protected Areas Programme

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Background Papers Presented at the Workshop

Kaiser Khan, Expedition Pakistan. Environmental Issues.

Shah Alam Khan, Ministry of Tourism. Tourism and Adventure Travel: Impact, Promotion and Regulation.

Khalil Ahmed Telley, AKRSP. Local Participation and Institutional Development. The AKRSP Approach.

Abbas Kazmi, Concordia Trekking Services. Cultural Significance.

Shakil Durrani. The Communities' Participatory Approach to Wildlife Conservation: the Hunza Nagar Programme.

IUCN – The World Conservation Union

Founded in 1948, The World Conservation Union brings together States, government agencies and a diverse range of non-governmental organizations in a unique world partnership: 811 members in all, spread across 129 countries.

As a union, IUCN seeks to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable. A central secretariat coordinates the IUCN Programme and serves the Union membership, representing their views on the world stage and providing them with the strategies, services, scientific knowledge and technical support they need to achieve their goals. Through its six Commissions, IUCN draws together over 6000 expert volunteers in project teams and action groups, focusing in particular on species and biodiversity conservation and the management of habitats and natural resources. The Union has helped many countries to prepare National Conservation Strategies, and demonstrates the application of its knowledge through the field projects it supervises. Operations are increasingly decentralized and are carried forward by an expanding network of regional and country offices, located principally in developing countries.

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