



**INTOSAI**  
Working Group  
on Environmental  
Auditing



**IMPACT OF TOURISM ON WILDLIFE CONSERVATION -DRAFT RESEARCH DOCUMENT BY INTOSAI-WGEA**

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## **Acknowledgements and Foreword**

Experience has shown that wildlife environment is at great risk in the absence of strong governance arrangements. In many countries conservation and maintenance of the wildlife environment are inadequate. Supreme Audit Institutions (SAI) may influence governments to make management decisions for the protection and conservation of wildlife environment. The use of this document should provide a common approach by all Supreme Audit Institutions worldwide when dealing with the possible impact of tourism on wildlife environment.

This document was led by the SAIs of Lesotho and Tanzania. In particular, we would like to thank the authors 'Mamahooana Leisanyane (Project Manager, SAI of Lesotho) and Michael Malabeja and Robert Cheyo (SAI of Tanzania) for their hard and excellent work in preparing the document. Many thanks also go to the project sub-committee members including Botho Entaile, Fumene Mkhonta and Yasser Ahmed Aggour of SAIs of Botswana, Swaziland and Egypt respectively.

Similarly, we would like to acknowledge the contributions made by the SAIs worldwide. Special thanks to the INTOSAI WGEA Steering Committee for their valuable help in various stages of the project. Readers are invited and encouraged to consult this document, as well as information on other WGEA products and services on the INTOSAI WGEA website ([www.environmental-auditing.org](http://www.environmental-auditing.org))

We hope you will find this document useful

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## **EXECUTIVE SUMMARY**

Wildlife watching tourism is the tourism that is organized and undertaken in order to watch wildlife. This type of tourism has grown dramatically in recent years. Quick search on the Internet provides many examples of tourism companies that either market specific wildlife watching tours, or promote their products by highlighting wildlife watching as an optional activity that their clients can enjoy.

Tourism is one of the largest business sectors in the global economy, accounting for \$3.6 trillion in economic activity and 8 % of jobs worldwide. The contribution of wildlife tourism in country's economies has increased significantly. The share of ecotourism is claimed to form 9% in global GDP in 2011. Wildlife watching tourism can have adverse effects on wildlife in three main ways - by causing changes in their behavior, to their physiology or damage to their habitats. Wildlife species are often particularly vulnerable to the effects of disturbance during their breeding periods and during their juvenile stages. Any disruption of courtship and mating behaviors, or later on, of care for offspring, reduces overall breeding success, and therefore is a serious threat to population maintenance and survival. For example, if the cubs of big cats, such as cheetahs or leopards, become separated from their mothers, they are vulnerable to predation. Tourists are often particularly keen to watch mother-offspring groups, and therefore great care is needed to limit and control any tourism around them.

### **Environmental, Social and Cultural Impacts and Human - Wildlife Conflicts**

Wildlife tourism can cause significant disturbances to animals in their natural habitats. This may frighten animals especially at sensitive times of their life cycle and have adverse effect on breeding. Feeding of wildlife by tourists can change social behaviour patterns. Artificial feeding by tourists caused a breakdown of the territorial breeding system of land iguanas in the Galapagos Islands.

Social and cultural impacts related to tourism may include ; Changes to family structure and gender roles, leading to tension and loss of self-esteem for men and older generations; Dilution of local languages and culture; Loss of artefacts and access to private sacred sites and Impacts on health and integrity of local cultural systems.

While wildlife is a valuable natural resource with several beneficial values to the people, in some regions (e.g. Africa) wild animals may cause damage to society in terms of attacks on people and livestock, damage on crops and other property such as infrastructure, and disruption of peaceful existence in local communities living in close proximity to wildlife areas. With the increasing populations and the accompanying encroachment of their settlements, cattle posts and farmlands on wildlife habitat, the escalation of human - wildlife conflict has become inevitable.

### **Encouraging wildlife and tourism related audits**

The INTOSAI Working Group on Environmental Auditing (WGEA) recommends that SAls give attention to wildlife issues in their audit work. The relative scarcity of such audits suggests that there are many opportunities for SAls to engage in audits of this emerging and important issue. The Working Group also recommends that SAls make use of the experiences on wildlife and tourism related audits of their sister organizations within INTOSAI. Chapter 5 of this

document contains audit case studies related to wildlife and tourism from SAIs around the world. Each case study presents the objective, scope, methodology, criteria, findings, conclusions and recommendations. Through environmental audits, SAIs will be able to raise awareness about the relevance of wildlife problems in their respective countries and improve government programs.

## CHAPTER ONE

### 1.1.INTRODUCTION

During the 12th Working group meeting of WGEA in Guilin, Guangxi, China in June 2010; members of the International Organization of Supreme Audit Institutions Working Group on Environmental Auditing (INTOSAI WGEA) approved the 2011-13 work plan. In this work plan the following projects were approved to be undertaken by SAIs indicated opposite the project's name:

- Research study on land use and land management practices.....SAI of Morocco
- Research study on environmental data.....SAI of USA and Canada
- Research study on environmental issues associated with infrastructure .....SAI of the United Kingdom
- Guidance material on auditing water issues.....SAI of USA
- Guidance material on fraud and corruption in environmental auditing.....SAI of Norway
- Research study on wildlife conservation and tourism.....SAI of Lesotho and Tanzania.
- Sustainability reporting project.

This research study on wildlife conservation and tourism contains basic information on wildlife management and tourism to help auditors carry out audits on the subject. The document aims to provide basic information on wildlife management and tourism and to encourage SAIs to assess whether governments manage resources in a sustainable way taking into account environment and cultural aspects.

Watching animals is an inspiring experience. People are excited by seeing whales or turtles, spectacular bird life, elephants or gorillas. Seeing these and many other species in the wild is not just memorable, but also is a very strong personal motivation for conservation. Tourism today provides people with numerous opportunities to view animals that in the past they would have only read about and seen in pictures and on TV or in zoos and aquariums at best.

As tourism continues to grow and expand, more pressures on the environment and wildlife are inevitable. Without proper and effective management and protection, these pressures will destroy the very things that people value, and which are key assets for tourism. While tourism is expanding, there are limits on how much visitation animal populations can sustain.

For tourists to enjoy high-quality wildlife watching without damaging the survival of the animals they watch, or their habitats, wildlife watching practices should be controlled. This means setting firm limits, established through impact assessments, on number of tourists, on tourism development, and on the ways in which wildlife watching is conducted so as to minimize the disturbance it causes to wildlife. To attain this, it requires action by

governments and the tourism industry itself otherwise its sustainability will be questionable.

## **1.2. Research on Wildlife Tourism**

Tourism based on wildlife is widely assumed to be inherently sustainable. Nevertheless, few attempts have been made to verify this assumption. But little research has been undertaken on the environmental impacts of wildlife tourism internationally. The need for more rigorous data on the impacts of ecotourism is becoming necessary. Most research carried out on wildlife tourism to date has concentrated on legally protected areas although wildlife tourism is not only restricted to protected areas. This research paper is undertaken due to the importance of tourism as one of the areas where links between people, the global economy, and the environment are clearly visible. The international tourist sees firsthand the environmental, social and economic conditions of other countries and cultures. At its best, tourism can be a powerful way to promote understanding between people and cultures. At its worst, tourism can result in the exploitation of people, social disharmony, and environmental degradation.

## **1.3. Definitions**

*Wildlife watching and how it relates to tourism?*

- 1.3.1 Wildlife is one of the components of biodiversity. It is a general term that technically covers both flora and fauna, although in popular use, wildlife is mostly used to refer to animals in the wild. Perhaps a classic image of wildlife for many people is a large mammal or a flock of wild birds, but the term is widely used to cover all types of animals, including all kinds of insects, and marine life<sup>1</sup>.

Wildlife watching is simply an activity that involves the watching of wildlife. It is normally used to refer to the watching of animals, and this distinguishes wildlife watching from other forms of wildlife- based activities, such as hunting and fishing which should be controlled to avoid extinction of species. Watching wildlife is essentially an observational activity, although in some cases it can involve interactions with the animals being watched, such as touching or feeding them.

Wildlife watching tourism is then tourism that is organized and undertaken in order to watch wildlife. This type of tourism has grown dramatically in recent years, and a quick search on the Internet provides many examples of tourism companies that either market specific wildlife watching tours, or promotes

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<sup>1</sup> Wildlife Watching and Tourism: A study on the benefits and risks of a fast growing tourism activity and its impacts on

their products by highlighting wildlife watching as an optional activity that their clients can enjoy.

The tourism industry tends to use the term ‘wildlife tourism’ rather than wildlife watching tourism. In many cases, the two terms are identical, but wildlife tourism is sometimes also used to refer to hunting or fishing tourism and in a few cases to the viewing of captive wildlife in zoos or confined parks where the animals no longer live a wild existence.

The International Ecotourism Society defines ecotourism as "responsible travel to natural areas that conserve the environment and improve the well-being of local people." Ecotourism is a tool for managing tourism which focuses on experiencing wildlife in its natural environment. Although the goal of ecotourism is to enjoy nature, not all tourism in natural areas is sustainable and can be defined as ecotourism. An official global ecotourism certification scheme remains to be developed, but most agree that ecotourism should possess qualities such as minimal impact to the natural environment, sensitivity and enhanced awareness of local environments and cultures, financial support for local conservation initiatives and empowerment and participation of local communities.

### **1.3.2 Tourism and sustainable development**

Sustainable development is defined as development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Sustainable tourism is tourism that puts the principles of sustainable development into practice in tourism. To be sustainable, tourism needs to make a positive contribution to the natural and cultural environment, generate benefits for the host communities, and not put at risk the future livelihood of local people; and to strive to anticipate and prevent economic, environmental, social and cultural degradation.

Tourism that incorporates environmental and cultural conservation objectives with an emphasis on economic benefits to local communities would appear to be a panacea for sustainable development. Damage to the environment threatens the resource such as land and energy on which tourism depends on.

The tourism life cycle concept<sup>2</sup> revolves around the premise that, unless intervention occurs, tourist destination areas and resources inevitably will become over-used and, consequently, will decline. There are six main stages of the tourism cycle which are as follows:

- Exploration (few tourists, poor access and facilities, environment unchanged);
- Involvement (local initiatives, some promotion, increasing numbers);

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<sup>2</sup> Butler, R.W. 1980



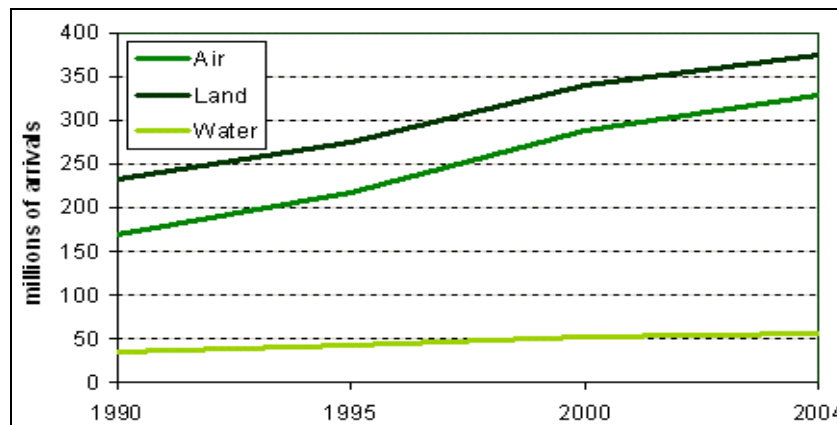
- Development (many tourists, locals lose control, deterioration of environment);
- Consolidation (tourist numbers exceed local residents, all major chains represented);
- Stagnation (numbers peak, destination falls out of fashion, environmental and social problems); and,
- Decline or Rejuvenation (or intermediaries).

This cycle has a number of obvious implications for sustainability, based on the consideration of factors such as carrying capacity, local participation, and ownership, social and environmental impacts.

#### 1.4.Importance of Wildlife Resources and Tourism

Tourism is the largest business sector in the global economy, accounting for \$3.6 trillion in economic activity and 8 % of jobs worldwide. International Tourist Arrivals by Mode of Transport is as shown in the figure 1 below:-

Figure 1 Tourist arrivals by mode



Source: Earth Trends 2007, using data from the World Tourism Organization

The contribution of wildlife tourism in country's economies has increased significantly. The share of ecotourism is claimed to form 255 million jobs and 9% in global GDP or over us\$6 trillion in 2011<sup>3</sup>. For example the survey that was undertaken in the United States in 2001 indicated that the direct expenditure on wildlife watching was around

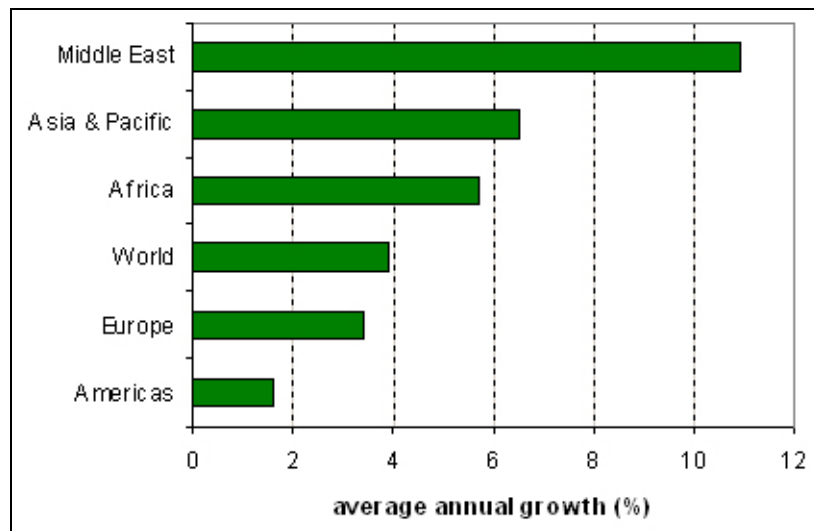
<sup>3</sup> <http://www.wttc.org/research/economic-impact-research/> (As visited in August 24 2012)

USD 32 billion, which includes the USD 7.5 billion which was spent on food, transport and accommodation related to wildlife watching trips.<sup>4</sup>

In Africa in the year 2011, Kenya, Tanzania, and Uganda collected 5.7%, 5% and 4% respectively of their total GDP. In total the sub Saharan Africa region received USD27.2 of total exports<sup>5</sup>.

Figure 2 below indicates the regional tourism growth from 1995 to 2004.

Figure 2: Growth in International Tourist Arrivals by Region (1995-2004)



Source: Earth Trends 2007, using data from the World Tourism Organization

Figure 2 above indicates that the growth in the number of tourists has been largest in the Middle East, Asia and Pacific and Africa exceeding the global average which also means the growth has happened in the regions where there are strong wildlife tourism attractions.

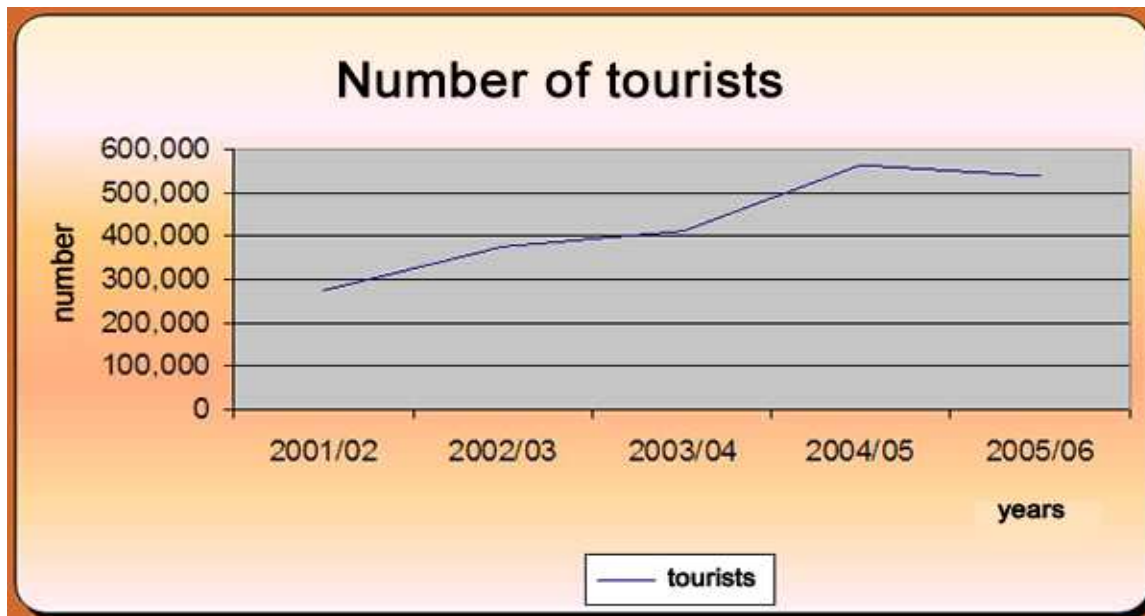
In Tanzania the wildlife tourist attractions have been diversified to enhance visitor experience. “Such new products include walking safaris, canoeing, and night game drives. Traditional products such as day game drives, ballooning, sport fishing; chimpanzee tracking and mountain climbing have been progressively improved. The number of resident arrivals increased from 98,509 in 2000/01 to 262,598 in 2006/2007. Similarly, international arrivals

<sup>4</sup> [www.CMS.int/publications/pdf/CMS\\_family\\_Guide\\_internet/threats-challenges.pdf](http://www.CMS.int/publications/pdf/CMS_family_Guide_internet/threats-challenges.pdf) pg.7 (as visited on September 12 2012)

<sup>5</sup> <http://www.wttc.org/research/economic-impact-research/> (As visited in August 24 2012)

increased from 220,910 in 2000/01 to 396,233 in 2006/2007” (www.tanzaniaparks.com (Figure 3 below depicts).

Figure 3: Number of Tourist Arrivals from 2000/01 to 2004/05 in Mbeya and Iringa Regions of Tanzania



Source: www.tanzaniaparks.com

In the spirit of sustainable development, the Tanzanian government has expanded some existing neighbouring National Parks and created one large National Park. The government has merged Usangu Game Reserve with Ruaha National park, Ihefu wetland together with Ruaha River in order to protect biodiversity.

#### 1.4.1 Other values of wildlife

Diverse wildlife is essential component of ecosystem and is therefore a sign of a healthy environment. Humans derive many essential goods from ecosystems including seafood, game animals, feed for animals, firewood, timber, and pharmaceutical products. Diverse wildlife provides a number of services to humans, which are often unnoticed by many. These services include among others, Provision of medicines, Purification of air and water, Mitigation of droughts and floods, generation and preservation of soils and renewal of fertility, detoxification and decomposition of wastes and Control of the vast majority of potential agricultural pests.

### **1.5. Overview of the expansion of wildlife and tourism activities over the years in the world**

The growth of tourism and travel over the past two decades has been enormous. From 441 million international tourist arrivals in 1990, there were 763 million international tourist arrivals in 2004, with 52% of these being for recreational and leisure tourism. This growth is set to continue with an estimated 1.6 billion international tourist arrival in 2007.

However, poaching of rhinos and elephants in their captivity as is the case in South Africa can negatively affect this industry if it persists, and eventually the species would be extinct. There would be reduction in eco-tourism, reduction in revenue and as well leaving no jobs for local communities working in the parks<sup>6</sup>.

### **1.6. International awareness regarding wildlife and activities**

Different international organizations have taken initiatives regarding conservation of wildlife environment. WWF among others is the one which is taking action in this regard by encouraging responsible tourism that enhances not only the quality of life but also natural and cultural resources in destinations.

Another effort that WWF has embarked on in order to bring awareness to various countries is that in Brazil, it involved itself in the development of manuals which address the issues of specific policies and good practices for ecotourism. For the purpose of increasing awareness these manuals take into account issues in more details which relate to local circumstances. Also these manuals are accessible to partner organizations and other agencies. So far, twelve guidelines are in place and are grouped into four sections that relate to different stages of community based ecotourism initiatives. These includes; Considering whether ecotourism is an appropriate action, Planning ecotourism with communities and other stakeholders, Developing viable community based ecotourism projects, and Strengthening benefits to the community and the environment.

Capacity building is important in countries where environmental awareness is still low. Brazil has been witnessing an explosion of interest in international funding for ecotourism however because of the low environmental awareness; this poses a threat of uncontrolled tourism with a serious impact on natural habitats. To mitigate this threat, WWF Brazil has therefore instigated a program of awareness rising at local and national level to promote a form of ecotourism that is community based and well regulated.

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<sup>6</sup>Bart Bonamie, Canakkale Onsekiz, Mart University, School of Tourism & Hotel Management: International Tourism Biennial 2007

### **1.7. Content and structure of document**

Chapter one introduces the reader to wildlife tourism. It indicates the importance of wildlife and tourism, how tourism activities have expanded over the years and the reasons behind the expansion and the international awareness.

Chapter two describes background of tourism and wildlife activities, the chapter deals with the benefit of tourism, associated environmental, social and cultural impacts. Human -wildlife conflicts are also discussed in this chapter

Chapter three is about regulation and management of wildlife conservation and tourism. The chapter directs itself on issues like, National regulation of wildlife tourism and other Government tools to respond to threats to biodiversity. The chapter contains a list of various Stakeholders on Wildlife and tourism sector as well as international and regional agreements.

Chapter four deals with good practices in the wildlife conservation and tourism management.

Chapter five consists of case studies on wildlife and tourism related audits undertaken in different SAls.

## **CHAPTER 2: 2.1 RANGE OF IMPACTS OF TOURISM AND WILDLIFE ON ENVIRONMENT**

### **2.1 .1. Issues to address when considering risks to the sustainability of wildlife tourism**

The continuing worldwide growth in tourism, and the tendency of tourism to follow the ‘tourism cycle’ with a stage of rapid growth that is often difficult to control, means that wildlife watching tourism can also be expected to continue to increase. This is likely to lead to more pressure on existing wildlife watching sites, their animal populations and habitats, and to development of wildlife watching activities in new areas and for new species. It is therefore vital for governments, conservation managers, and the tourism sector, to monitor the effects of tourism on wildlife, to understand better, the way the tourism sector operates in relations to wildlife watching, to plan and manage tourism so that it does not exceed acceptable limits, and to ensure that tourism makes a net contribution to conservation.<sup>7</sup>

Wildlife watching can only be sustainable if it contributes to the conservation and survival of the watched species and their habitats, provides benefits for local communities and community development, offers good quality tourism in line with market expectations, and is commercially viable. The requirements that are needed to attain long-term sustainability of wildlife watching includes interaction, long-term survival of population and habitats, Improvement to livelihoods of local people, plans for sustainable management of wildlife watching tourism, conservation and community development based on set limits of acceptable change and adaptive management.

### **2.1.2 Biology of watched species and monitoring of the effects of tourism on them**

Most wildlife watching guidelines are based more on attempting to minimize the most visible stress that can be caused to animals, for example by crowding from wildlife watching tours, or through feeding and contact with tourists, or disturbance during breeding periods. However, even for big cats, great apes, whales and dolphins, and some bird species which has been the subject of most research, understanding of the effects of wildlife watching tourism is still quite limited. For example, differences between the ways different species are affected by tourism are now becoming apparent, such as biological and behavioural differences between lions and cheetahs, or large whales and small whales. As a result, wildlife watching codes developed for one species cannot be assumed to be appropriate for other species within the same group.

### **2.1.3 Training of Guide in interpretation**

Enforcement of codes and regulations can be particularly difficult in many wildlife watching situations, and the most effective means is to ensure that guides and tourists understand and feel commitment towards compliance. This requires better training for guides and better briefing for tourists, linked with certification or licensing schemes for guides and tour organizers that include checks on their compliance with wildlife

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<sup>7</sup> Wildlife Watching and Tourism: A study on the benefits and risks of a fast growing tourism activity and its impacts on species UNEP/ CMS Secretariat, Bonn, Germany. 68 pages.

watching codes and regulations, and on quality of interpretation that they provide for tourists as well as promoting compliance with wildlife watching codes of conduct and regulations. Training of guides in interpretation offers scope for enhancing the quality of wildlife watching experiences for tourists and their awareness of conservation issues.

#### **2.1.4 Planning and management of tourism in protected areas and wildlife viewing sites**

Successful wildlife watching tourism requires sound plans to provide the basis for management of the watched populations and their habitats. Because of the uncertainties associated with understanding of the effects of wildlife watching on animals, and with the dynamic nature of tourism, it is particularly important to use adaptive management approaches for management of wildlife watching tourism. Adaptive management requires plans and objectives for wildlife and tourism combined with continuous monitoring and evaluation of tourism and its effects on wildlife to check if objectives set in the plans are being met. Where they are not, management actions are adjusted as necessary to bring wildlife watching tourism into line with the planned objectives.

Effective implementation of plans often requires interactions of a range of different stakeholders particularly tourism businesses and local communities as well as wildlife managers. There is also a need to understand better the roles of these stakeholders in making wildlife watching tourism operate successfully to provide high quality tourism, conservation and local community benefits. Participatory approaches to planning wildlife watching tourism are being used widely: successful examples of stakeholder participation include adoption of a voluntary code of conduct for whale watching in Peninsula Valdes, and an establishment of no fishing zones and dive sites as part of the overall zonation of Bunaken National Marine Park.<sup>8</sup>

Monitoring is used to check whether targets are being met or not. Management actions are adjusted and improved to achieve these targets in future. This ‘adaptive management’ approach enables continuous improvement to be made in management actions for conservation, tourism and community benefits, based on lessons learned from day-to-day management experience.

#### **2.1.5 Effects of disturbance from tourism on wildlife**

Wildlife watching tourism can have adverse effects on wildlife in three main ways - by causing changes in their behavior, to their physiology, or damage to their habitats.

Wildlife species are often particularly vulnerable to the effects of disturbance during their breeding periods, and during their juvenile stages. Any disruption of courtship and mating behaviors, or later on, of care for offspring, reduces overall breeding success, and therefore is a serious threat to population maintenance and survival. For example, if the cubs of big cats, such as cheetahs or leopards, become separated from

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<sup>8 8</sup> Wildlife Watching and Tourism: A study on the benefits and risks of a fast growing tourism activity and its impacts on species UNEP/ CMS Secretariat, Bonn, Germany. 68 pages.

their mothers, they are vulnerable to predation. Tourists are often particularly keen to watch mother-offspring groups, and therefore great care is needed to limit and control any tourism around them.

#### **2.1.6 Physiological effects of disturbance**

Recent studies have found physiological changes in animals subject to disturbance through tourism. The long-term implications of such physiological changes on the survival of individuals and populations are only beginning to be investigated. However, such changes emphasize the need for caution in managing populations that are regularly the subject of wildlife watching activities.

#### **2.1.7 Damage to the wildlife habitat**

Wildlife watching tourism can also result in damage to sites and habitats where species are watched. One dramatic example of this is the damage that is commonly reported to coral reefs at sites that are regularly visited by large numbers of recreational divers. Breakages of coral destroy reef organisms, and reduce the habitat available to fish for spawning and feeding. This in turn reduces the abundance of marine life at these sites, and ultimately makes them much less attractive to divers.

#### **2.1.8 Managing visitors to minimize impacts on wildlife**

Main options for visitation management for wildlife watching are to reduce visitation by restricting the numbers of tourists allowed into viewing sites at any one time, by increasing fees for visitation and/or by restricting the times when viewing is allowed; modifying visitation by altering the way in which wildlife watching is conducted, briefing visitors on appropriate behavior while wildlife watching and redirecting visitation by developing alternative attractions and infrastructure, such as visitor and interpretation centers, viewing points, and additional wildlife watching sites in less sensitive locations; prevent visitation by closing wildlife watching sites and associated infrastructure to protect sensitive areas, or to allow for maintenance and restoration

### **2.2 Environmental Impacts of Tourist**

Tourists are usually interested to view animals at the shortest distance and take close photographs. This may frighten animals especially at sensitive times of life cycle and have adverse effect on breeding. Feeding of wildlife by tourists can change social behaviour patterns. Artificial feeding by tourists caused a breakdown of the territorial breeding system of land iguanas in the Galapagos Islands.

Although wildlife expansion of wildlife sites and related activities like creation of hotels is beneficial to improvement of livelihood of the communities around it as well as provision of accommodation for tourists, it affects the nature on that land. It also calls for proper management of waste so that it does not affect the surroundings.

Tourists may have significant detrimental effects on wildlife and ecology if they go unchecked. The cumulative effect may exacerbate permanent degradation, thereby compromising the viability of sites in question, as tourist destinations. Environmental impacts of tourism include among others;



- Use of land resources for accommodation: tourism facilities and other infrastructure provision, including road networks, airports and seaports.
- Damage to or destruction of ecosystems and habitats, including deforestation, draining of wetlands and intensified or unsustainable use of land;
- Unsustainable consumption of flora and fauna (e.g. through picking of plants; or purchase of souvenirs manufactured from wildlife, in particular from endangered species such as coral and turtle shells or through unregulated hunting; shooting and fishing);

Research made by FAO<sup>9</sup> warns that adverse effects can result also from ecotourism when the streams of tourists grow.

### **2.3 Social and Cultural Impacts of Tourism**

Social and cultural impacts related to tourism may include ; changes to family structure and gender roles, leading to tension and loss of self-esteem for men and older generations; dilution of local languages and culture; loss of artefacts and access to private sacred sites and Impacts on health and integrity of local cultural systems.

### **2.4 Human - Wildlife Conflicts**

While wildlife is a valuable natural resource with several beneficial values to the people, yet in some regions (e.g. Africa) wild animals may cause damage to society in terms of attacks on people and livestock, damage on crops and other property such as infrastructure, and disruption of peaceful existence in local communities living in close proximity to wildlife areas. With the increasing populations and the accompanying encroachment of their settlements, cattle posts and farmlands on wildlife habitat, the escalation of human - wildlife conflict have become inevitable. Resultantly, the following are some of human-wildlife conflict issues:

#### **2.4.1 Human deaths and Injuries**

Large mammalian carnivores are responsible for numerous fatal attacks on humans and large herbivores such as elephants are involved in human deaths. This is mostly prevalent in Africa. Road accidents caused by wildlife may result in human death and injury.

#### **2.4.2 Destruction of crops**

A variety of vertebrates such as birds, rodents, primates, antelopes, buffalos, hippopotamuses, bush pigs and elephants raid crops. The occurrences and frequency of crop raiding is dependent upon conditions such as the availability, variability and type of food sources in the area.

#### **2.4.3 Livestock Depredation**

Carnivores such as leopards, lions, cheetahs, hyenas, civet-cats as well as crocodiles kill livestock such as cattle, goats and sheep. The number and type of domestic animals killed by wildlife varies according to the species, time of the year and the availability of natural prey.

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<sup>9</sup> „Ecotourism And Other Services Derived From Forests in The Asia-Pacific Region.” FAO. 2010.

#### **2.4.4 Transmission of diseases to livestock and/or humans**

Wildlife transmits diseases, such as rabies to domestic livestock and possibly to humans. Scavengers and predators, such as spotted hyenas, jackals, lions and vultures disseminate pathogens by opening up, dismembering and dispersing parts of infected carcasses. African Buffalos play a vital role in transmitting foot and mouth disease; especially in the southern part of Africa.

#### **2.4.5 Adverse interaction with other species (endangered or highly valuable)**

The destruction of habitats by elephants can jeopardise the survival of sympatric wildlife species such as giraffes, buffalos and bushbucks. This can also be detrimental to the development of populations of roan, sable and tsetse. The phenomenon is experienced in Sub-Saharan Africa. Elephants destroy infrastructures such as ponds, tracks and other water installations in both parks and elsewhere.

## **CHAPTER 3**

### **3.1 REGULATION, MANAGEMENT AND INTERNATIONAL AGREEMENTS ON WILDLIFE CONSERVATION AND TOURISM**

This chapter intends to highlight national regulations, policies and programs/guidelines and international agreements signed with the purpose of preserving biodiversity. It also highlights major stakeholders regarding wildlife and tourism and their roles and responsibilities.

#### **3.1.1.1 National regulation of wildlife tourism**

Responses of governments to threats towards biodiversity (including Protected Areas) are explicitly described in the INTOSAI WGEA - Auditing Biodiversity: Guidance for Supreme Audit Institutions (Chapters 2 and 3).

#### **3.1.2 Respective Government tools in response to threats to biodiversity:**

##### **a) Legislation and Regulations**

Governments have legal powers to regulate all wildlife and tourism activities

##### **b) Policies and Programmes/Guidelines**

Governments formulate national policies on both protected areas and tourism as guiding tools for conservation and protection of the environment within the protected areas. Programmes are funded to ensure implementation of policies and maintenance of protected areas.

#### **3.2 Major Stakeholders regarding Wildlife and Tourism and their Roles and Responsibilities**

There is need for collaborative effort of stakeholders to ensure that both social and environmental benefits are realised. Therefore, major stakeholders regarding wildlife and tourism are; Governments, the Private sector, communities, given their central influence regarding the impacts of tourism on diversity.

##### **3.2.1 Governments**

Governments formulate policy frame-work and regulation for tourism development and wildlife conservation. Policy framework and associated instruments for tourism development and wildlife conservation include among others; laws and regulations defining standards for tourism facilities, access to wildlife resource and land use regulations and zoning; establishment of national parks, reserves and other protected areas; allocation of tax revenues for the protection of biodiversity-based tourism attractions.

##### **3.2.2 Private Sector**

Private sector is a key player as it is often responsible for establishing tourism infrastructure and attracting tourists to the region, contributing to the

environmental protection and conservation; maintaining the ecological integrity of the areas in which they operate; contributing financially to the conservation of biodiversity and educating members and customers about the impact of tourism on biodiversity and on local people.

### **3.2.3 Local Residents in Tourism Destinations**

Local people (communities and indigenous people) make up a large part of the workforce in the tourism and wildlife industries. Local communities also partake in conservation, especially in buffer zones of protected areas and conservation corridors and wildlife management areas, if they are properly capacitated and informed.

### **3.2.4 Other Key Stakeholders**

This category of stakeholders includes inter-alia; consumer/tourists, Non-governmental Organisations (NGOs) Research Institutions and Inter-governmental Organisations:

#### **3.2.4.1 Consumers/Tourists**

Tourists and tourism operators contribute to conservation efforts through participation in impact alleviation activities, monitoring and scientific research etc. Satisfied tourists lead to more tourists and thus increased benefits to host indigenous and local communities.

#### **3.2.4.2 Non-governmental Organisations (NGOs)**

International Organisations assist in bio-diversity conservation and protection, whilst local NGOs assist local communities to diversify their income through sustainable tourism and protection of natural resources base.

#### **3.2.4.3 Inter-Governmental Organisations**

These organisations provide technical assistance and information guidelines, facilitate negotiations, mediating agreements and they also provide financial and logistical resources.

#### **3.2.4.4 Research Institutions**

Research Institutions contribute significantly to research into the impacts of (cause - effect relationship) tourism activities on species and habitats; provide scientific data on the environmental and socio-activities within the protected areas, fragile ecosystems and important heritage tourism sites.

## **3.3 Integrated wildlife and tourism management**

Governments use a variety of tools to identify, assess, manage and mitigate impacts of wildlife. These tools include among others:

### **3.3.1 Legislation, Regulations and Permits**

These legal documents are regulatory measures used in controlling hunting or capture of live animals to address the timing, location and viable methods of hunting.

### **3.3.2 Trade**

Trade is done on an approved quota only which is strictly regulated using CITES permits.

### **3.3.3 Wildlife - off take**

The legal wildlife- off take which is enshrined in countries' laws applies where the individuals/communities/tour operators are given a right to defend human lives and property. In some countries Governments utilise the CITES-approved annual hunting off take, especially hunting of elephants.

### **3.3.4 Compensation**

#### **3.3.4.1 Direct Compensation**

Communities especially those in the sub-Saharan Africa are paid compensation in the event of loss of human life or livestock killed by predators or destruction of crops by elephants.

#### **3.3.4.2 Indirect compensation**

The Community Based Natural Resource Management Programmes involve the Local communities in the management and use of the wildlife in their locality. This is a strategy to motivate Communities to protect wildlife outside the protected areas.

### **3.3.5 Fencing**

Governments construct fences to help prevent the transmission of certain endemic contagious diseases such as foot and mouth disease, African swine fever and theileriosis. The establishment of control areas, game-proof fences, sanitary cordons and movement control are intended to separate wildlife from domestic livestock. The fencing is used throughout Africa for various purposes.

### **3.3.6 Communities Awareness**

Awareness raising is carried out in the Community at different levels, for instance in schools or in adult education arenas. Education and training promote commitment towards conservation, raise awareness of the essential role wildlife plays in ecosystem, and its ethical and economic value as well as recreational and aesthetic importance.

## **3.4 International and regional agreements/treaties on Wildlife Conservation**

International Agreements have been signed in order to preserve wildlife or biological diversity. This list is not exhaustive as other regional or bilateral agreements may exist.

**Appendix 1** will give a brief description of each international and regional agreement, its objective(s), summary of provisions, place of adoption and date it came into force.

### **3.4.1 International/Global Environmental Agreements**

These include;

- i) Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES).
- ii) International Convention on Biological Diversity
- iii) International Convention for the protection of birds
- iv) Convention on the Conservation of Migratory Species of Wild Animals
- v) Convention on Wetlands of International Importance Especially as Water Fowl Habitat (RAMSAR)
- vi) International Convention for the Regulation of Whaling
- vii) International Plant Protection Convention
- viii) Convention Concerning the Protection of the World Cultural and Natural Heritage
- ix) The United Nations Convention on the Law of Seas

### **3.4.2 REGIONAL ENVIRONMENTAL AGREEMENTS**

They include among others;

1. Convention Nature Protection and Wildlife Preservation in the Western Hemisphere.
2. Convention on Conservation of Nature in the South Pacific.
3. Convention on the Conservation of European Wildlife and Natural Habitats.
4. Convention on the Conservation of the African - Euro Asian Migrating Water Birds.

## **CHAPTER 4 GOOD PRACTICE ON WILDLIFE CONSERVATION AND TOURISM**

Sustainable tourism does not happen by itself. In fact, several factors can work against sustainability. The needs of tourists, for instance, are different from those of local residents and planners may tend to prioritise the expectations of customers. Competition for resources between locals and tourists may cause inflation and over-exploitation of resources.

A sustainable tourism is about site or destination plans, tourism policies and the strategies reflect the ways and the means to achieve the goals and milestones for sustainability. Policies often defer to institutional set ups that allow governance of tourism development. Policies may not be site specific and may apply across all of a country's area whereas strategies are more action oriented and often linked to destination or region. Policies and strategies describe a future desired state (vision) and detail the necessary steps to achieve that goal.

While governments are essential in moderating negotiations between different interest groups, it is important to have a consistent interrelationship between different policies and strategies (tourism, poverty reduction and biodiversity). To achieve this desire of sustainable tourism, tools to be used include tourism policies, inter-ministerial and the inter-agency corporation mechanisms, partnerships that allow park agencies to work with industry and retain parts of revenue for conservation and local development and training for professional and the communities. **Appendix 2** (Planning process) suggests that auditors utilise the CBD guidelines on biodiversity and Tourism Development and User's manual as reference in their sustainable tourism planning process. It poses questions regarding the use of regional/global standards, guidelines and principles and global criteria.

### **Watching Cheetahs in Serengeti National Park, Tanzania**

Serengeti National Park is the most popular in Tanzania, and was visited by just over 150,000 people in 2002/03, 60% of whom were international tourists. Total income from tourism fees to visit the park was around USD 5.5 million<sup>10</sup>. Over 95% of the visitors come to the Serengeti to watch wildlife. Lions are the species that people report that they enjoy watching most, followed by cheetahs, leopards, elephants, giraffe, wildebeest, and hippos. Each of these species has different behaviors and ecological requirements. Of all the large cats, cheetahs are the most vulnerable to disturbance, because they hunt during the day, need to hunt daily, and are often shy.

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<sup>10</sup> Wildlife Watching and Tourism: A study on the benefits and risks of a fast growing tourism activity and its impacts on species UNEP / CMS Secretariat, Bonn, Germany. 68 pages.

They are largely non-territorial and are highly mobile animals. Reports suggest that they are now keeping further away from roads in the Serengeti than in the past.

The presence of high numbers of tourist vehicles can disrupt hunting by cheetahs and reduce their overall hunting success - for example, noisy vehicles can alert prey to nearby cheetahs. There are observations of cheetahs being killed on roads by tourist vehicles. In one case in 2003, the cubs of a mother cheetah were scared away from her by 15 vehicles, and were never seen again - probably having been killed by lions or hyenas.



*Tourists watching a cheetah (Acinonyx jubatus),  
© Cheetah Conservation Fund*

Because of the high levels of tourism, animals in the areas of the park visited by tourists can be subject to acute disturbance. The size of the park makes it difficult for rangers to ensure that vehicles are complying with the park's viewing regulations, and so the park is tackling this problem by setting up clear and enforceable guidelines, communicating these to tourists, and by promoting development of a national driver/ guide accreditation system for all of Tanzania's parks.

A central part of the Park's management of tourism is a Zoning Scheme for the Serengeti, which sets out acceptable types and levels of use and impact in each of three zones, and which also establishes a No-Go Zone where tourism access or use is not permitted. In the Intensive and Low Use Zones game viewing by vehicles is the main visitor activity permitted, with driving restricted to designated roads and tracks. Short guided trail walks are also being developed in these zones, along with 'tourism sinks', which are designated areas where visitors can get out of their vehicles to undertake specific activities, such as picnicking, short walks, visits to cultural sites and viewing water-birds.

No game viewing by vehicles is permitted in the Wilderness Zone, with visitor use being restricted to walking safaris of at least 2 days duration for small groups with a maximum of 8 visitors per group. Visitors will camp at designated campsite locations during these safaris. Throughout the park, the only new accommodation permitted is permanent or non-permanent tented sites. No further development of permanent lodges is allowed, and existing lodges can only expand their bed capacity if this is matched by an equivalent expansion of facilities, including 'tourist sinks.'



The combination of zoning, development of 'tourist sinks', guided trail walks and walking safaris is being used to diversify the visitor experiences available within the park, making it able to manage an increased number of visitors and to minimize overuse of existing tourism attractions by spreading tourism activities more widely in the Intensive Use Zone.

This combination is also important for managing tourism around cheetahs. The threat of crowding by viewing vehicles is reduced in the intensive and low-use zones by prevention of off-road driving, and the wilderness and no-go zones provide areas of minimal disturbance for cheetahs.

(Source: Wildlife Watching and Tourism:

A study on the benefits and risks of a fast growing tourism activity and its impacts on species UNEP / CMS Secretariat, Bonn, Germany.) 68 pages

### **Gorilla watching tourism**

Gorilla tourism has mostly concentrated on mountain gorillas in Rwanda, Democratic Republic of Congo (DRC) and Uganda, but more recently, the development of tourism linked to lowland gorilla populations in west and central Africa has also been explored. By 2000 four groups of gorillas in Rwanda, three in DRC and three in Uganda were habituated and visited by paying tourists. This represented approximately 70% of the Virunga population.



Since then, lowland gorilla groups have been habituated in the Central African Republic, and Republic of Congo. Gorillas are highly endangered: there are less than 1000 mountain gorillas and 110,000 western lowland gorillas estimated to remain in the wild, and they are subject to threats from logging and land conversion to agriculture, which fragment their forest habitat, and make it easier for poachers to kill gorillas for the bush meat trade. From a conservation perspective, even though there are risks to gorillas from tourism, these are far less than other threats: it is also argued that without the incentives, revenue and international attention from tourism, the mountain gorilla population would not have survived.

Currently, tourists pay around USD 350 per person for a permit to watch mountain gorillas, in addition to paying park entrance fees and for their guides. This price ensures that gorilla watching tourism generates significant amounts of revenue, and helps to manage demand from tourists for gorilla watching.<sup>11</sup>

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<sup>11</sup> Wildlife Watching and Tourism: A study on the benefits and risks of a fast growing tourism activity and its impacts on species UNEP / CMS Secretariat, Bonn, Germany. 68 pages.

Gorilla watching tourism also leads to expenditures by tourists on accommodation and other services during their visits, and attracts them to travel in countries that they might not otherwise visit. For example, nearly three quarters of the 8,000 tourists visiting Uganda each year for gorilla watching, also visit other national parks in the country. These indirect expenditures, which are not directly associated with gorilla watching, would not occur in the absence of gorilla watching tourists, and have major economic significance.

Thus gorilla watching is important as much for its indirect economic effects as well as for the revenues that it generates directly. It is also significant in that it promotes protection of the forests which provide the gorillas' habitats, and therefore helps to preserve the valuable ecosystem services provided by the forest, for example, as water catchments for downstream agricultural areas, and by preventing soil erosion of the slopes of the Virungas.

The main issues for gorilla conservation and tourism are associated with problems of stress in the habituation process, potential loss of gorillas to human diseases through contact with visitors and guards, and the risks posed to habituated gorilla groups from poachers, guerrillas and other armed people in the forests. It is also important to ensure that tourists are protected from any risk of danger to themselves.

These issues can be managed through strict compliance with existing regulations that are designed to minimize negative impacts on gorillas, supported by training courses for guards and guides, and the provision of information leaflets for visitors. Existing regulations for gorilla watching include a maximum group size of 8 tourists, a limit of one tourist visit (for a maximum of 1 hour) to a gorilla group in a single day, no physical contact with the gorillas, and a separation distance of at least 5 meters (7 m is now recommended), no visits by people who are obviously ill, or by children under 15 years, no flash photography, removal of all litter, and no loud noises or talking by the tourist group.

**Box 2.1: World Travel and Tourism Council Environmental Guidelines**

Travel and tourism companies should state their commitment to environmentally compatible growth.

- Targets for improvement should be established and monitored.
- Commitment to the environment should be company-wide.
- Environment improvement programmes should be systematic and comprehensive.

They should aim to

1. identify and minimize product and operational environmental problems, paying particular attention to new products;
2. pay due regard to environmental concerns in design, planning, construction and implementation;
3. be sensitive to conservation of environmentally protected or threatened areas, species and scenic aesthetics, achieving landscape enhancement where possible;
4. practice energy conservation;
5. reduce and recycle waste;

6. practice freshwater management and control of sewage disposal;
7. control and diminish air emissions and pollutants;
8. monitor, control and reduce noise levels;
9. control, reduce and eliminate environmentally unfriendly products, such as asbestos, CFCs,
10. pesticides and toxic, corrosive, infectious, explosive or flammable materials;
11. 10. respect and support historic or religious objects and sites;
12. 11. exercise due regard for the interests of local populations, including their history, traditions and
13. culture and future development; and
14. 12. Consider environmental issues as a key factor in the overall development of travel and tourism destinations.

## Box 2.2: British Airways “Fragile Earth” Guidelines for Travelers

### *Fragile Earth: Wherever You Go Be A Friend To The Environment*

After a comprehensive review of its operations, British Airways Holidays stated that the company's policy is to improve its environmental performance and work as a member of the tourism industry to safeguard holiday destinations for future generations.

As part of that commitment, British Airways Holidays asks all its customers to respect the history, culture and natural beauty of the countries they visit. The following suggestions are for you to consider when traveling.

Never buy ivory or similar products that exploit wildlife.

- Try to use local services and produce, by doing so you will get better value for money and help the local economy.
- Avoid disturbing or damaging wildlife or plants. Always pick up your litter - bottles, cans and plastic can be deadly to wild animals.
- Take special care near coral reefs. Corals are living organisms, easily damaged by touch.
- Avoid standing on them and resist the temptation to remove corals, shells or other reef species.
- Many countries are working to protect their environment. You can help support those efforts by visiting buildings, museums, parks and reserves.
- Don't stay silent if you come across environmental problems. Write to the local tourist organization, the country's UK tourist office or an environmental organization.
- Take care not to disturb wildlife by disturbing their natural behavior or habitat.
- In reserves/national parks, avoid damaging vegetation, keep to roads and tracks and do not risk starting fires with discarded cigarettes.

## CHAPTER 5: AUDITS RELATED TO TOURISM AND WILDLIFE

Impact of tourism on wildlife and environment has not been one of the most audited subjects among Supreme Audit Institutions (SAIs). The main objective of the document is to encourage Supreme Audit Institutions (SAIs) to conduct audit on tourism impacts on Environment related activities. We hope that this document provides the reader with essential key questions and Information needed to audit in this field.

This chapter contains audit case studies in areas related to wildlife and tourism. To facilitate the planning of an audit on tourism and wildlife, it may be useful to see how other SAIs have approached the audit assignment, so as to gain from what they have learned. Therefore this chapter presents a set of examples of audits that reveal the most pressing problems related to tourism and wildlife that have been done by other SAIs.

The examples do not present a full description of the audit, but gives a glimpse of basic things in any audit. In some cases, certain parts of an audit have been emphasized or selected to illustrate a particular audit topic. The focus is on deviation, and many findings related to good practices have been left out. However, the examples here were selected because they are assumed to be relevant and informative for other SAIs.

### Case 5:1

Name of SAI	Office of the Federal Auditor General of Ethiopia
Title of the Audit	Auditing Wildlife Conservation, Tourism and Development in Ethiopia
Date of the report	July 2011
Objective of the audit	— To verify whether the process and implementation of the country's wildlife conservation and development activities were helping effectively to maintain the country wildlife resources in a sustainable manner or not.
Scope/Lines of Enquiry/Criteria	— To verify whether the process and implementation of the country's wildlife conservation and development activities were helping effectively to maintain the country wildlife resources in a sustainable manner or not. a. Availability of Park management systems and their effective implementation b. The utilisation of wildlife resources to attract tourists; and c. The availability and sharing of wildlife related information among stakeholders; — The audit was conducted on EWCA and protected areas under its administration; Time coverage 2007 – mid 2011
Methodology	— Data were collected from different relevant documents in the EWCA head quarter and four National parks and two wildlife sanctuaries under the Authority; Field visits were also conducted in these protected areas — Survey questionnaires were sent to the remaining seven National Parks. — Information was also collected from Oromia Regional State Forestry and Wildlife Enterprise and from the Southern Nations, Nationals and Peoples Region (SNNPR) Culture and Tourism Bureau, which are responsible for wildlife management and administration in their respective regions. — Interviews were conducted to the officials of the Authority and to the wardens of the visited National parks.
Main Audit	— Only four wildlife protections were demarcated, the rest of the Wildlife protection areas were not demarcated

Findings and Conclusions	<p>and not gazetted.</p> <ul style="list-style-type: none"><li>— Many national parks did not prepare the management plans.</li><li>— Illegal activities were observed in the six National parks (Omo, Abijata-Shala Lakes, Awash, Gambela, Nech Sar and Bale Mountains) and two wildlife sanctuaries (Babile elephant Sanctuary and Senkelle Swayne’s Heartbeest Sanctuary) –main illegal activities was Illegal settlements (both permanent and seasonal), Farming, Grazing, Deforestation; and Poaching</li><li>— Environmental impact assessment studies for development activities in and around wildlife protected areas</li><li>— It was observed that much wildlife were under the custody of individuals, hotels, business entities and government and non-government organizations without the permission or approval of the Authority or regional wildlife agencies. In the authority store there were a total number of 29,899 items of 320 different wildlife products captured. These items include 5288 kilo grams of ivory and jewelries made of ivory.</li><li>— The country’s wildlife resource and existing protected areas are advertised, documentary films and dramas are conducted on the national television and different radio stations including FM radio stations. Different billboards, posters and leaflets were also distributed to the wider public. However, the impact of the awareness campaign was not assessed.</li></ul> <p>Recommendations</p> <ul style="list-style-type: none"><li>— The process of demarcation and gazetting of those protected areas must be conducted as soon as possible, and this should be conducted with the consultation of the local communities around the protected areas;.</li><li>— With the consultation of the respected regional state governments, local communities and other federal bodies all illegal settlers and other illegal activities must be prohibited and the habitats of wildlife must be clear from human interference;</li><li>— The Authority should establish a system whereby bodies that approve environmental impact assessment studies in order to insure that any development activities near the protected areas will not affect the wildlife and their habitat;</li><li>— A memorandum of understanding must be signed with regional and district agricultural officers to prevent and protect epidemics and other diseases which affect the wildlife. The Authority must implement its own operational manual which was developed for early warning system;</li><li>— To facilitate an enjoyable environment for tourist and make their stay satisfying all the necessary infrastructures must be developed and properly maintained; sign posts also must be in place where ever necessary within and outside the wildlife protected areas;</li><li>— A national quota system should be developed for purposes (sport hunting). And this should be based on the national wildlife resource availability of that species;</li><li>— An Integrated system should be established to prevent the illegal movement of wildlife and their product in the country. Those wildlife products which were held by the Authority must be disposed of based on the international agreements</li></ul>
Source reference to audit report	<p><a href="http://www.ofag.gov.et/">http://www.ofag.gov.et/</a></p>

Case 5:2

Name of SAI	Georgia
Title of the Audit	Audit of the adequacy of measures for development of eco-tourism under the supervision of the agency "for protected areas" (JPÖR)
Date of the report	2011
Objective of the audit	— The object of the audit set by the AGS (JPÖR) - as the Ministry of Environment under its structural integrity - is carried out measures to promote eco-tourism, namely: the program "Development of eco-tourism" and from other programs, activities carried out that serve all or part of the content development of eco-tourism.
Scope/Lines of Enquiry/Criteria	<p>— The audit team has decided to assess the eco-tourism activities, the International Society for the eco-tourism (TIES), developed and applied universally recognized five general principles:</p> <ul style="list-style-type: none"> <li>• minimize the impact (the elimination of the negative effect that the character of the cultural environment to visit, or may cause damage or destroy it completely) to build the most environmentally friendly and cultural awareness / understanding and respect / develop</li> <li>• to ensure such an environment, which would be pleasant for both visitors and hosts direct financial benefits / direct financial benefit to mobilize for environmental measure (what is said involves the use of revenue / income to the objectives of the conservation of the natural environment and the management of protected areas)</li> <li>• The creation of financial benefits for the local population as well as the possibility of that social development.</li> </ul> <p>— The audit covers the period from 01.01.2009 up to 01.01.2011 and has been carried out by the Chief Auditor of the Chamber of Control of Georgia and Elene Elisaraschwili the Auditor Assistant Giorgi Kapanadze on the basis of a decree of the President of the Chamber of Control of Georgia Council of 28.06.2001 Nr41/43. The audit began on 29.06.20011 and was on 29/7/2011 to the end.</p> <p>— The audit has been conducted with the support of the German Society for International Cooperation (GIC) under the pilot program for the audit.</p> <p style="text-align: center;"><b>Criteria for Performance Assessment</b></p> <p>— Objections submitted against the audit protocol by the Ministry of the Environment were addressed by the heads of the audit groups. Appeal has not been lodged against the decisions on objections. At their meeting held on December 14, 2006, the SAO senate, approved by Resolution No. 06/17/29 whereby criteria for the audit is based</p>
Methodology	— The development of eco-tourism requires a unified national strategy and a comprehensive program that includes all of the development of eco-tourism oriented activities would be.
Main Audit Findings and Conclusions	<p>— A national uniform, on the development of eco-tourism oriented strategy and a detailed program of the Agency for protected areas has not been worked out, in terms of the existing program, it shows no specific quantitative targets. In the program, many are not content, the development of eco-tourism promotional measures provided.</p> <p>— There are the expected results, there is no record / notes relating to the preservation or improvement of the prosperity of the local population, so the program is losing on "environmental" content. The data obtained from services / service offerings income rise much more slowly than the number of visitors</p> <p>— According to the state's public financing for the priority area of the country is not adequate.</p>

When applying for funding from the Treasury's priorities are not clearly explained and the conditions for increasing the funding not adequately argued and justified.

- The program "Development of eco-tourism" does not meet the generally accepted principles of the development of eco-tourism. The state policy in this area is uncoordinated individual actions dar.
- In the review period, the AGS has not conducted an independent investigation to evaluate efficiency of those who have taken the measures to promote eco-tourism to be. It lacks criteria to evaluate the improvement of the welfare improvement of the local population and conservation.
- Recommendation
- For the development of eco-tourism should be a unified national strategy and a detailed program will be developed that includes all of the development of eco-tourism oriented activities would be.
- Regularly should be carried out independent investigations to verify whether they have achieved the objectives set by the program, which would contribute to better monitoring and effectively solve the existing problems
- It is desirable to create an internal evaluation document, where it is drawn attention to the difficulties or problems related to the AGS-management in the process of implementation of the project had had. The treatment of vulnerabilities would help in resolving existing deficiencies as well as in increasing the efficiency and improve service.
- Efficient management purposes it is necessary to improve the management of individual protected areas, and marketing to develop in these areas. The manager should have some knowledge and experience in the business sector, in order to uncover innovative financing mechanisms to manage efficiently the gain and apply cost-effective approaches to the management team.
- In the future, the existing training courses for local small entrepreneurs, local people and representatives of the tourist industry will continue and even cover all the groups that required such training.



Case 5:3

Name of SAI	Republic of Bulgaria National Audit Office
Title of the Audit	Management of the protected areas in the republic of Bulgaria –National and Nature Parks
Date of the report	July 2004
Objective of the audit	<p>—To analyses and assess the effectiveness and the efficiency of the system for management of the protected areas (activities related to planning, implementation, procedures, resources and organizational structure), on the basis of criteria determined by the audit team and coordinated with the audited organizations;</p> <p>—To provide to the management of the Ministry of Environment and Water and the National Forestry Board the results from the conducted audit and to make recommendations for the management of protected areas.</p>
Scope/Lines of Enquiry/Criteria	<p>—The Republic of Bulgaria shall ensure the protection and reproduction of the environment, the conservation of living Nature in all its variety, and the sensible utilization of the country's natural and other resources.(Article 15 of the Constitution of the Republic of Bulgaria)</p> <p>—Audited bodies are:</p> <ul style="list-style-type: none"> <li>• The Ministry of Environment and Water – the National Nature Protection Service Directorate and the Rila National Park, the Central Balkan National Park,the Pirin National Park.</li> <li>• the Ministry of Agriculture and Forestry –</li> <li>• The National Forestry Board –the Forestry Directorate and the Vitosha Nature Park, the Roussenski Lom Nature Park, the Strandja Nature Park.</li> <li>• The audit team selected as auditees three of the ten nature parks in order to obtain a more comprehensive idea of the management of this category of protected areas. The audit covers the management of the protected areas – national and nature parks during the period between 1 January 2001 and 31 December 2003</li> </ul> <p>Criteria for Performance Assessment</p> <p>— Correspondence between the statutory instruments regulating the management of protected areas in the MoEW and the NFB with the current legislation;</p> <p>— Correspondence between the priorities for protected areas embedded in the national strategies and action plans and the priorities for achievement of the strategic goals of the Management Programme of the Government of the Republic of Bulgaria in its part dealing with the environment, the waters and the agricultural sector;</p> <p>— Correspondence between the objectives of the management plans for the protected areas with the objectives of the national strategies and action plans;</p> <p>— Procedures applied for development of protected areas management plans in accordance with the requirements of the statutory instruments;</p> <p>— Reported results from the activities of the protected areas for the audit period – compared to the planned results; on the basis of criteria applied by the audited bodies;</p> <p>— Funding of the activities related to the management of protected areas;</p> <p>— Staffing of the activities related to the management of protected areas;</p> <p>— Availability of facilities and equipment for the activities related to the management of protected areas;</p> <p>— Availability of information for the activities related to the management of protected areas;</p>
Methodology	<p>The methods of documentary research, data analysis, comparative analysis, statistical analysis, etc. were used.</p> <p>— The sources of audit evidence were – strategies, programmes, projects, management plans, reports, written statements, documentation from expert councils, financial and accounting reports, etc.</p> <p>— The team estimates the audit risk as high due to the fact that the activities related to the</p>

	management of protected areas are diverse and specific and the information on the implementation of recommendations made by control authorities and on the measures undertaken is incomplete.
Main Audit Findings and Conclusions	<p>—The management of tourism in the national and nature parks has improved considerably. However, visitor management plans have not been adopted for these protected areas, which is the reason why the impact of the tourist flow on the environment is not monitored and assessed. The lack of such assessment is a prerequisite for lower management effectiveness;</p> <p>—The security protected areas – national and nature parks – shows that the management policies and controls related to park security are not sufficiently effective, although the results achieved are variable because of the inadequate staffing and funding;</p> <p>—As a whole, the legislation on protected areas is well-coordinated and complies with European and international legislation. There are no considerable discrepancies or discrepancies which could not be overcome through the proper application of the legal norms;</p> <p>—Rules on the functions, tasks and activities of the nature parks complying with the requirements of the respective laws have not been issued; the acts of secondary legislation have not been updated – the Rules of Organization and Operation of the Regional Inspectorates of Environment and Water, the Rules of Organization and Operation of the National Park Directorates, the Rules for Commissioning of Activities with Protected Areas Exclusively Owned by the State ;</p> <p>—The protected areas for which management plans were adopted by 31 December 2003 are fewer than the envisaged, which has negative impact on the effective and efficient management of protected areas;</p>
Source reference to audit report	<a href="http://www.bulnao.government.bg/files/en/NationalParks.doc">http://www.bulnao.government.bg/files/en/NationalParks.doc</a> (as accessed on 21-March-2012)

#### Case 5:4

Name of SAI	Czech Republic National Audit Office
Title of the Audit	Property of the State and Funds Allocated for Activities of the National Parks and Other Protected Areas
Date of the report	July 2004
Objective of the audit	— The objective of the audit was to review management of the State property and the funds allocated to the National Parks (NP) and other protected areas.
Scope/Lines of Enquiry/Criteria	<p>— The audit was carried out in the period from June 2006 to November 2006 by SAO audit groups constituted of the Environmental and Agricultural Department and the Regional Departments from Southern Moravia, Eastern Bohemia, Southern Bohemia and Northern Bohemia.</p> <p>— The audited period was from 2000 to 2005 and, for factual connections, also the previous and related periods.</p> <p>Audited bodies: Ministry of the Environment (ME), Agency for Nature Conservation and Landscape Protection of the Czech Republic (APNL), Podyji National Park Administration, National Park and Protected Landscape Area (PLA) Sumava Administration, Bohemian Switzerland NP Administration and Giant Mountains NP Administration.</p> <p>Criteria for Performance Assessment</p> <p>— Objections submitted against the audit protocol by the Ministry of the Environment were addressed by the heads of the audit groups. Appeal has not been lodged against the decisions on objections. At their meeting held on December 14, 2006, the SAO senate, approved by Resolution No. 06/17/29 whereby criteria for the audit is based</p>

Methodology	<ul style="list-style-type: none"><li>— The methods of documentary research, data analysis, comparative analysis, statistical analysis, etc. were used.</li><li>— The sources of audit evidence were – strategies, programmes, projects, management plans, reports, written statements, documentation from expert councils, financial and accounting reports, etc.</li><li>— The team estimates the audit risk as high due to the fact that the activities related to the management of protected areas are diverse and specific and the information on the implementation of recommendations made by control authorities and on the measures undertaken is incomplete.</li></ul>
Main Audit Findings and Conclusions	<ul style="list-style-type: none"><li>— Most NP Administrations have stated that the contribution to operational activities and other available funds are not fully adequate and that, in the performance of duties following from the laws, they must seek for certain savings. The audit ascertained that some necessary measures have been postponed and that the costs of their future implementation could be several times higher (such as felling – disposal of unfavorable types of wood species).</li><li>— In management of funds specifically intended for implementation of the Natura 2000 network, the APNL acted at variance with the budgetary rules, as it expended funds equal to CZK 850 thousands. Without demonstrating the economy of their use. E.g., they concluded formal contracts with mappers (certain contracts were concluded on or after the date of performance thereof); several contracts were concluded with the same subject of performance without specification of the work; unrealistic contracts were concluded with certain mappers, based on which the mappers would be forced to map up to 64 ha every day for a period of five months in order to perform the work within the agreed deadline.</li><li>— The issue of providing the employees of bodies falling within the competence of the Ministry of the Environment with service uniforms has not been systematically and comprehensively resolved to date. The individual organizational departments (also within a single organization) prefer different designs of the service uniform. It appears to be necessary to adopt a legal regulation in the area of sectoral uniforms, also given the amount of expended funds; these equal more than CZK 4,000 thous. p.a.</li><li>— The Ministry of the Environment has failed to consistently fulfill its duties imposed by Section 38 of Act No. 114/1992 Coll. in that it failed to ensure timely preparation of management plans for all National Parks.</li><li>— E.g., the Giant Mountains NP Administration and the Podyji NP Administration did not have a valid management plan in the period from 1992 to 1994. Bohemian Switzerland NP has not had an approved management plan since its promulgation as of January 1, 2000.</li><li>— The competence to manage certain properties requiring special protection and certain properties where natural monuments are located has not been transferred to the NP Administrations to date.</li><li>— A total of 38 of the 41 originally proposed bird areas had been gradually approved and promulgated by January 2005. The Government postponed the discussions concerning further bird areas at the end of 2004 due to numerous disputes between the Ministries of Agriculture, of Industry and Trade and of the Environment. In this respect, the CR is facing the danger of potential infringement proceedings initiated by the Commission and, if remedy is not ensured, a high lump-sum fine or repeated penalties.</li></ul>
Source reference to audit report	<p><a href="http://www.environmental-auditing.org/Portals/0/AuditFiles/cz143eng07ar_sum_nationalparks.pdf">http://www.environmental-auditing.org/Portals/0/AuditFiles/cz143eng07ar_sum_nationalparks.pdf</a> (as accessed on 21-March-2012)</p>

## **GLOSSARY OF TERMS**

Wildlife refers to all variety of species of flora and fauna. That is Plants, animals, insects, birds and marine life.

Tourist: a person travelling to and staying in places outside his or her usual environment for not more than one consecutive year for leisure, business, and other purposes.

Tourism: the activities of persons travelling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business, and other purposes.

Wildlife Tourism refers to human activity undertaken to view wild animals in a natural settings or in captivity.

Endangered species refer to species that are facing threat of extinction.

Wildlife conservation is preservation of rare population or endangered species of wild plants and animals.

Ecosystem refers to inter action of wild species and their environment.

Flora and fauna refer to different types of wild plants and animals

Wildlife watching is organized tourism undertaken to watch wildlife.

Host communities are people who live in the vicinity of the tourist attraction who are directly or indirectly interacting with wildlife.

## **BIBLIOGRAPHY**

1. Take only photographs leave only Footprints: The Environmental impacts of Wildlife Tourism. (October 1997)
2. Cover photograph by: Northern Tanzania Wildlife Safari For Tourists  
(<http://spirittourism.com/pleasure/wildlife/northern-tanzania-wildlife-safari/>) Visited on  
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## **Appendix 1**

### **i. Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES).**

The objective of the agreement was to protect certain endangered species from over-exploitation by means of a system of import and export permits. Because the trade in wild animals and plants crosses borders between countries, the effort to regulate it requires international cooperation to safeguard certain species from over-exploitation. CITES was conceived in the spirit of such cooperation. Today, it accords varying degrees of protection to more than 30,000 species of animals and plants, whether they are traded as live specimens, fur coats or dried herbs. More details on CITES can be found on [www.cites.org](http://www.cites.org)

### **ii. International Convention on Biological Diversity**

The detailed information for this convention can be obtained at [www.cbd.int](http://www.cbd.int) generally, for the purpose of this document this document aims at :-

- Preserving the values of biological diversity whether ecological genetic, social, economic, scientific, educational, cultural, recreational or aesthetical
- Ascertaining the member states' rights to possess their biological resources and taking into account the maintenance of the biological diversity.
- Expecting and combating the causes of lessening the biological diversity.
- Paying attention to local societies and original inhabitants who embody the life traditional types and their traditional reliance on the biological resources and applying new techniques for maintaining the biological diversity.
- Increasing the regional and international cooperation between states, the world governmental organizations and the non-governmental sectors with a view to maintaining the biological diversity and how to use it continuously
- To provide for research, training, general education and fostering of awareness in relation to measures for the identification, conservation and sustainable use of biological diversity

### **iii. International Convention for the protection of birds**

The objective is to protect birds in the wild state, considering that the protection of nature and the economy of each nation, all birds should be protected

It provides for;

- The protection of all birds during their breeding season, to migrants during their flights to their breeding ground.
- Prohibit the taking of eggs, shells and young birds
- Each party to draw up lists of birds which may be lawfully taken or killed
- Establish reserves for breeding birds
- The Convention was adopted in October 1950 in Paris and came into force in January 1963

### **iv. Convention on the Conservation of Migratory Species of Wild Animals**

The convention aims at securing the species of wild animals migrating across national borders being jeopardized or dying out and which are mentioned in the first and second annexes of CITES convention. It also aims at setting up a scientific council to give guidance on scientific issues pertaining to its enforcement. [www.unep.org/Themes/Biodiversity/Information.../index.asp](http://www.unep.org/Themes/Biodiversity/Information.../index.asp)

### **v. Convention on Wetlands of International Importance Especially as Water Fowl Habitat (RAMSAR)**

The convention aims to stem the progressive encroachment o loss of wetlands now and in the future, besides, recognizing the fundamental ecological functions of wetlands as a resource of great economic. Cultural, scientific and recreational value. Where contracting parties should designate at least one wetland for inclusion in the list of “Wetlands of International Importance”, they should consider its international responsibility for the conservation, management and wise use of migratory stock of water fowl, also establishing nature reserves on wetlands, and cooperate in field of knowledge exchange and training personnel to manage wetlands. [www.ramsar.org](http://www.ramsar.org)

**vi. International Convention for the Regulation of Whaling**

It aims to protect all species of whales from further over - fishing and protecting one of the major natural resources of whale’s species for coming generations. Desiring to establish a system of international regulation for the whale fisheries to ensure proper and effective conservation and development of whale stock [www.iwcoffice.org/commission/convention.htm](http://www.iwcoffice.org/commission/convention.htm)

It aims to establish an International whaling commission that encourages research, collect and analyze statistical information, to evaluate and publish information on whale’s fishing. Provisions of this conventions aims to protecting and utilizing of whale resources whether protected or unprotected species, also opened and closed seasons, size limit for fishing, types of gear and apparatus and appliances which may be used in fishing areas.

**vii. International Plant Protection Convention**

Its purpose is to secure and sustain international cooperation to prevent the spread of pests and diseases of plants and plant products and measures to control the spread of such pests and diseases within national boundaries, also regulating the imports and exports of plants and plant products through inspection or detaining, sequestering and destroying particular consignments. And to issue decisions to ban and inspect consignments to ensure that it is free of any pests, plant diseases and release related details with real condition of the plant and products including country of origin, also undertake studies to protect plants. [sedac.ciesin.org/entri/texts/intl.plant.protection.1951.html](http://sedac.ciesin.org/entri/texts/intl.plant.protection.1951.html)

**viii. Convention Concerning the Protection of the World Cultural and Natural Heritage**

Considering the establishment of a system to protect the cultural and natural heritage that is invaluable on the global level, each state party to this convention should recognize their duty to identify, protect, conserve the cultural and natural heritage and transmit it to future generations, and should integrate programs of protection of cultural and natural heritage into comprehensive planning programs. Foster the establishment of institutions for the protection of this heritage and undertake scientific and technical studies, ensure that effective legal, administrative, scientific, financial measures are taken to protect the heritage. [whc.unesco.org/en/convention\\_text](http://whc.unesco.org/en/convention_text)

**ix. The United Nations Convention on the Law of Seas**

This convention aims at laying down a comprehensive legal framework including all environmental rules of seas and oceans, formulating material rules and environmental standards and putting the marine environment pollution rules into effect. It also includes a definition to the economic region and parties right to discover and make use of its natural resources, security of overseas, free navigation and overflying, extension of cables pipe lines, the foundation of artificial islands and

fisheries, scientific research beside defining the locked and semi - locked seas, the non-coastal states' right to reach seas, the free transit and how to make sea and oceans' beds and resources a common heritage for humanity. It also includes world rules and national legislations for preventing pollution of the marine environment and how to control it, obligations and responsibilities' rules of execution, rules of maritime scientific research and rules of developing and exchanging the marine technology. The convention also stipulated the commitment to settle down all disputes via peaceful means and using seas for peaceful purposes.

## **REGIONAL ENVIRONMENTAL AGREEMENTS**

### **1) Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere**

The objective of the convention is to preserve all species and genera of Native American fauna and flora from extinction, preserve areas of extraordinary beauty, historic or scientific value

The convention provides for parties to:

- Establish national parks, national reserves, nature monuments and strict wilderness reserves. The national parks to provide recreational and educational facilities to the public and strict wilderness areas to be maintained inviolate
- Maintain cooperation between Governments in the field of research
- Species listed in annex to enjoy special protection
- Impose controls on trade in protected fauna and flora
- The Convention was adopted in Washington D.C. in October 1940 and came to force in May, 1942.

### **2) Convention on Conservation of Nature in the South Pacific**

The objective of the convention is to take action for the conservation, utilization and development of the natural resources of the South Pacific region through careful planning and management for the benefit of the present and the future.

The convention provides for the following;

- Parties to create protected areas to safeguard representative samples of natural ecosystems
- National parks not to be altered so as to reduce their area except after full investigation, resources not to be subject to commercial exploitation, hunting and collection of species to be prohibited and provision to be made for visitors
- Parties to maintain lists of indigenous fauna and flora in danger of extinction and to give such species maximum protection as possible
- Make provision as appropriate for customary use of areas and species in accordance with traditional cultural practices [sedac.ciesin.org/entri/texts/nature.south.pacific.1976.html](http://sedac.ciesin.org/entri/texts/nature.south.pacific.1976.html)

### **3) Convention on the Conservation of European Wildlife and Natural Habitats**

The objective is to conserve wild fauna and flora and their natural habitats, especially those species and habitats whose conservation requires the cooperation of several states, and to promote such cooperation.

It provides for the following:

- The contracting parties to take requisite measures to maintain the population of wild and flora at, or adapt them to, a level which corresponds in particular to ecological, scientific, and cultural requirements, and further take steps to promote national policies for conservation with special attention to endangered and vulnerable species and endangered habitats.

- Appropriate and necessary measures to be taken to ensure the conservation of the habitats of the wild species of fauna and flora, special attention to be given to protection of areas that are of importance for the migratory species.
- Appropriate and necessary measures to be taken to ensure the special protection of wild species of fauna and flora
- Establish a standing committee to be responsible for monitoring the application of the convention.
- The convention was adopted in September 1979 in Berne, and came into force in June 1982.

#### **4) Convention on the Conservation of the African - Euro Asian Migrating Water Birds.**

This convention aims at adopting procedures for conserving the migrating water birds especially the birds which are threatened to die out or the species which live in bad conditions. It also aims at evaluating the information collected on their environment, getting acquainted with the convenient homelands for such birds and how to keep them, discussing the problems caused by the human activities, setting remedies and compensations in case of losing the homeland, avoiding the enforcement of water birds to live in other environments, avoiding the release of the strange species that can do harm to the wild animals and plants, delivering monitoring programs and making common researches, paying attention to the damp lands and delivering training programs for enhancing the environmental awareness and exchanging information and results of the research and monitoring programs. States have to provide for the precautions of conserving the various species and homelands and execution.



## **APPENDIX 2:**

### **Planning process**

#### **Some questions which can be asked by auditors during planning.**

*In your sustainable tourism planning process, do you utilize the CBD Guidelines on Biodiversity and Tourism Development and its User's Manual as references? Do you use other regional/global standards, guidelines and principles such as the UNWTO's Global Code of Ethics (UNWTO 2001) or the Global Sustainable Tourism Criteria (GSTC n.d.)?*

#### *Policies and Strategies*

- *Do you have specific policies, strategies or plans on tourism, nature and development/poverty reduction? If so, do your plans, policies and strategies on biodiversity, tourism and poverty reduction overlap/reinforce each other (i.e. do policies in one segment consider policies in the other two)?*
- *Is there a federal-level institutional framework that brings together all relevant Ministries and government agencies (tourism promotion/marketing boards, park agencies, investment promotion offices, etc.) in governing/implementing the plans and strategies?*
- *Do you have sustainable tourism destination/site plans (or a series of them) that consider biodiversity and poverty reduction, developed and governed by site-specific multi-stakeholder working groups?*
- *Do you have a portfolio of projects/proposals supporting your sustainable tourism policies, strategies and destination plans?*
- *Are your tourism laws, codes and norms supportive of your sustainable tourism policies and destination plans?*
- *Are public-private partnerships objectively supported/encouraged for sustainable tourism in your destination, including through capacity-building and special attention to local trade associations and SMEs?*
- *Measurement/baseline information*
- *Is there a monitoring and evaluation system in place for sustainable tourism, with a set of indicators, supporting policies and destinations plans? Are there appropriate reporting mechanisms, which communicate information to all relevant stakeholders and the public in general?*
- *Economics/finances/markets*
- *Are you using certification systems or eco-labels (through self-assessment or third-party auditing) for sustainable tourism? Are they compatible with policies and plans on biodiversity and poverty reduction/development?*
- *Are there clearly defined and monitored concession policies and norms for sustainable tourism operators in protected areas and sensitive ecosystems?*
- *Are there economic incentives in place that promote biodiversity-friendly and pro-poor tourism, such as tax exemptions, awards for best practices, special credit lines, investment promotion strategies, business incubators, or other tools?*
- *Have visitor impact management systems (e.g. technologies, management procedures) been put in place for protected areas or natural areas in your country / region / destination?*
- *Capacity building*
- *Do you have regular/ongoing capacity building initiatives (e.g. training programmes, networks, and web-based platforms) for key stakeholder groups in your destination, on the links between tourism, nature and development?*
- *Is sustainable tourism included in tourism-related curricula and training programmes (formal and informal), in educational institutions, trade associations and local NGOs? If so, are biodiversity and poverty reduction considered in the content and evaluation methods?*
- *Communication/awareness*
- *Has sustainable tourism (including messages on biodiversity and local development) been incorporated in communication/promotional materials on the destination targeted to visitors, residents and tourism professionals?*
- *Are there support systems (e.g. clearinghouses, databases, collaborative platforms) in place to encourage/assist the private sector in including sustainability issues in their communication activities and materials?*