

Galloway and Southern Ayrshire UNESCO Biosphere /Galloway National Park

Galloway and Southern Ayrshire UNESCO Biosphere was designated in July 2012 following a six-year period of research and consultation with communities, land managers, businesses and public sector partners on the area's natural and cultural significance and the socio-economic opportunities that such a designation could bring to the region. Much of the core/buffer of the Biosphere area had originally been considered "eminently suitable" for National Park designation as early as 1945, and for the last seven years there has been an increasingly active campaign for that National Park designation to be realised. This paper considers the synergies between the two designations and options for shared governance.

Background

In 2012 over 5,000 sq km of south-west Scotland was designated as a UNESCO Biosphere, in recognition of the outstanding landscape and natural heritage of core areas of the Galloway Hills and the commitment of its communities and businesses to a more sustainable way of living and working that was in harmony with their natural surroundings.

For the first seven years of its existence, Galloway and Southern Ayrshire Biosphere functioned with a small team of 1.5 core staff financed by its three constituent local authorities (Dumfries and Galloway, South Ayrshire and East Ayrshire) and other public agencies, supplemented by some short-term project funding. In 2020 the operation of GSAB was transformed when South of Scotland Enterprise awarded it 5-years funding totalling £1.9 million. This allowed the organisation to expand to a team of ten FTE staff and to start delivering an ambitious programme of engagement with businesses, communities, land managers and educational establishments.

The Partnership Board which oversees GSAB is a stimulating combination of local businesses and community activists, environmental NGOs and representatives of local authorities and other public agencies. Their vision is to make this corner of Scotland an exemplar of genuinely environmentally sustainable living, that is in line with UN sustainable development goals, nurturing in its residents a sense of place and pride in their natural and cultural heritage. It aims to support and challenge communities, businesses and young people to respect and enhance the environment of this beautiful area and to tackle the twin challenges of climate change and biodiversity loss.

The UN Man and the Biosphere programme entails a rigorous reassessment of the designation every 10 years and in July 2023 UNESCO warmly endorsed both renewal of the designation and expansion of the GSAB area to almost 10,000sq km, recognising the success of Galloway and Southern Ayrshire Biosphere in championing grassroots sustainable development and producing an ambitious and innovative strategy for the next ten years.

The GSAB Partnership Board has given serious consideration to the proposals for a Galloway National Park and has engaged positively and regularly over the years with Galloway National Park Association. It recognises that national park status would significantly raise awareness with the wider general public of the attractions of south-west Scotland as a place to visit and live and work; would bring security of funding to deliver a shared vision of supporting the local economy whilst enhancing the natural and cultural heritage of the region; and would provide this corner of Scotland with a





stronger voice in strategic decision-making. The proposal articulated by Galloway National Park Association for a national park focused on sustainable rural development is closely aligned with GSAB's strategic plan.

UNESCO Biosphere / National Park Comparison

As detailed in Annex 1, a comparison between key aspects of the two designations has highlighted significant opportunity and strength in having both designations in the region. Together they would celebrate the international associations of UNESCO and the greater public awareness and familiarity of National Parks. This would help focus the international spotlight on SW Scotland as an exemplar region for people and nature. The combined approach would bring the security of central funding with the agility of a charitable body to seek alternative additional funding streams. They would offer a strong platform from which to use green finance and nature-based solutions to stimulate innovative economic recovery across Galloway and Southern Ayrshire. With a shared governance model, it could offer both the regulatory remit of a national park aligned to national priorities, with the participatory expertise of a UNESCO Biosphere that will be essential in ensuring delivery of a just transition to the communities of SW Scotland. Together they would be able to use the statutory protections aligned to national park status and the Biosphere's networking and engagement with land managers to address the climate and biodiversity crises. Enhanced planning powers would give opportunity for more strategic joined up planning on energy, land use and active travel across the region, demonstrating how a modern National Park can be used as an exemplar for wider society in how these pressures are addressed in a positive way that supports jobs and prosperity for local people.

UNESCO and National Park Shared Governance Examples

GSAB have also reached out through its national and international networks to seek examples of best practice for shared governance between National Parks and UNESCO designations – see Annex 2.

The French examples shows how a zoned approach to their National Parks, where the core area is very heavily focussed on ecosystem management and the outer zone is on sustainable development and people engagement, can deliver both National Park and UNESCO Biosphere objectives in an integrated way. It is so well integrated that the French government and UNESCO have agreed that these new style French national parks could also be designated as UNESCO Biospheres.

The German example demonstrates how the National Park objectives can deliver the core and buffer criteria of the UNESCO Biosphere with appropriate delegation and regulatory procedures agreed by regional and national government, but the activity in the transition area still requires a non-statutory partnership approach. Whilst it provides a robust standing for the UNESCO Biosphere, in Scotland it would involve national and local policy change to make it work.

The Lake District example is perhaps the simplest approach. It shows how they have integrated a UNESCO World Heritage designation into the National Park Authority in a manner that could be readily replicated with the existing GSAB Partnership Board, whose membership particularly from the public sector, would probably have significant overlap with a future National Park Authority Board. This would enable the GSAB Board to be given delegated authority to oversee the delivery of key





activities that pertain to the UNESCO Biosphere designation. Statutory and regulatory functions would be retained by the National Park Authority Board who would also be overseeing the GSAB Partnership Board.

A reverse model could also be used where due to the larger geographic area covered by the Biosphere, the GSAB Board is the lead with a subgroup NPA dealing with regulatory matters and reporting to Scottish Government.

Conclusion

It is the strong view of the Galloway and Southern Ayrshire UNESCO Biosphere trustees that if part of Galloway is granted National Park status, the region's interests would be best served by a close integration of the two bodies through a sharing of staff, office accommodation and a fully integrated board structure. This would build on the last 11+ years of partnership and project development in the UNESCO Biosphere, be less confusing for the public, represent better value for the public purse and produce a more stream-lined focused driver of change.

The Galloway and Southern Ayrshire UNESCO Biosphere Board believes that an innovative approach such as this which combines the international status and well-established business and community engagement of the Biosphere with the added status of a National Park could deliver a unique opportunity for SW Scotland and build on its growing reputation as a region focused on a collaborative model of sustainable rural development.





Annex 1 - An assessment of the benefits arising from a Galloway National Park overlapping with the Galloway and Southern Ayrshire Biosphere

	GALLOWAY NATIONAL PARK	GALLOWAY AND SOUTHERN AYRSHIRE UNESCO BIOSPHERE	Combined Additionality of the two designations
OVERARCHING PRINCIPLES Reason for designation	An area with significant natural and cultural heritage with a distinctive character and a cohesive identity, where designation would meet its special needs.	International recognition of the region's importance for conservation and the commitment of local people and businesses to work towards a more sustainable future.	The two designations together would celebrate the international association of UNESCO and the greater public awareness and familiarity of National Parks
Purposes (in brief)	The law imposes a general purpose to deliver the four aims to benefit nature & cultural heritage, sustainable use of resources, understanding & enjoyment by the public, and sustainable economic and social development of communities.	Biosphere reserves are 'learning places for sustainable development'. They are sites for testing interdisciplinary approaches to understanding and managing changes and interactions between social and ecological systems, including conflict prevention and management of biodiversity. The internationally specified core functions of UNESCO Biospheres are: Conservation of biodiversity and cultural diversity Economic Development that is socioculturally and environmentally sustainable	Both designations have shared purposes – within the NP conservation takes priority, within the Biosphere sustainability is the underlying priority. The Biosphere model seeks to pilot new approaches that can then be replicated elsewhere. The NP model seeks to lead by example. Together the two designations would focus an international spotlight on SW Scotland as an exemplar region for people and nature.





		Logistic Support underpinning development through research, monitoring, education and training.	
Delivered by	A National Park Board made up of three parts 1 Directly elected Members from the local community. 2 Councillors appointed by the constituent Local Authorities. 3 Experts appointed by the Minister selected for their skills that are relevant to the Park. The Government is considering the number from each part. It employs staff who develop and deliver the Parks Plan and act as facilitators in cross sectoral networking, developing/delivering projects and initiatives, and promotion of the region's special features	Biosphere reserves are nominated by national governments (Scottish and UK) and remain under the sovereign jurisdiction of the states where they are located. Biosphere Reserves are designated under the intergovernmental MAB Programme by the Director-General of UNESCO following the decisions of the Man and Biosphere International Coordinating Council (MAB-ICC). Their status is internationally recognized. They are non-statutory and are based on a participatory governance model that seeks the active involvement of public, private, third sector and community representatives. It employs staff who act as facilitators in cross sectoral networking, developing/delivering projects and initiatives, and promotion of the region's special features.	See Annex 2 for shared models of Governance.
The key feature	National Parks have a very high profile in the minds of the public and as one of only three in Scotland this would give the area the prominence that it currently lacks.	The UNESCO Biosphere covers more than 9,700km² of southwest Scotland and is home to more than 100,000 people. The geographical boundary is based on	Both designations seek to use the natural and cultural environment as a driver for economic prosperity — Biosphere through its track record at a local level of sustainable business





	As a National Park, Galloway would shine a powerful light on the whole area as one worthy of note for tourists to visit, for businesses (with jobs) to start and to grow, and for people of all ages to live because of its natural beauty and cultural heritage. The towns and villages on the routes into the NP would benefit from the visitors as Gateway Towns. The total area could be as much as 3,000km².	catchments of the rivers flowing out of the core area in the Galloway Hills. The Core Area, 106 km², is centered on the internationally important Silver Flowe RAMSAR, Merrick Kells SAC (also southern Scotland's highest hill) and Cairnsmore NNR. The buffer, 845 km², is largely based on the UK's largest forest park, Galloway Forest Park. The Transition zone, 8,768 km², is where the majority of people live and work and comprises a mix of marine and terrestrial ecosystems where the focus is on sustainable development that is good for people and nature. GSAB provides an extensive array of facilitation opportunities and project development that is good for people and good for nature. It provides an opportunity to use the UNESCO association to brand and label the SW of Scotland. An example of this is the internationally acclaimed Scotland's UNESCO Trail which is a world first in linking together 15 UNESCO designated sites from across Scotland.	development and support, particularly related to tourism and NP with its strong brand profile outwith the region to attract new visitors and new residents. The combination of the two together offers an opportunity to use green finance and nature-based solutions to bring new and innovative rural regeneration to Galloway and Southern Ayrshire.
MORE DETAILED ASSESSMENT	As a statutory public body, the Board is required to ensure that it follows the rules set for all such organisations in terms of its	A non-statutory SCIO promoting a balance between people and nature through	The regulatory elements of the NP designation provide an opportunity to





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Public accountability	accounting, publishing accounts and annual reporting. It is directly responsible to the Minister. By requiring part of the Board to be directly elected it holds a democratic mandate for its work, The Council representatives ensure close working relationships with the constituent Local Authorities. By having experts appointed to the Board they have access to their advice and experience as well as that of their staff. All Board Meetings are held in public to allow full transparency of its decision making.	partnerships, community engagement, innovative projects, and learning. Administered by a Partnership Board comprising public, private, third sector and community representation. Accountable to local people and UNESCO's MAB-ICC.	offer enhanced protection particularly of the core and buffer along with strategic planning opportunities across the wider region that are not currently available. The Biosphere provides a stronger voice for local participation in decision making that reflects modern models of good governance. With a shared governance model they could offer the combination of regulatory control and public participation, similar to that in practiced in French National Park system which takes a two zoned approach to management.
Public engagement	The Park is required to produce a Park Plan and to keep this under review (at least every five years). The Plan is prepared following extensive consultation with local communities and individuals. The Park must take account of any views submitted. The Plan must deal with all aspects of the Park's work and that of any other public body working in the Park area.	Public engagement is key to the success of the Biosphere. Its Decennial Periodic Review involved extensive public engagement which was also used to inform the new Strategic Plan 2023-33. A range of formal and informal subgroups are run by the Biosphere offering opportunity for wider public engagement. In addition, staff and Trustees act as Biosphere representatives on a range of regional partnerships and projects. A key priority for the Biosphere is to amplify the voice of local communities and help to	The Biosphere model brings a more active ongoing approach to community engagement thank that of current NP's. As noted above the melding of the two could bring much stronger local engagement with the NP whilst still delivering on national and regional priorities.





	The Plan is then submitted for approval by the Minister. Once approved all Public Bodies must comply with the requirements of the Plan.	deliver a just transition to support more resilient communities.	
Funding	An annual grant from Scottish Government. All National Parks work to lever in additional funding for projects and in practice most Parks more than match the Government grant.	Currently core funded mainly by SoSE and the three Councils but this is not assured for more than a few years. The SOSE budget up to 2025 is secure, with future support under review. Local Authority support has been steadfast since designation in 2012 and is currently secure until 2028 GSAB has successfully leveraged in external funding support for project development and delivery. A new commercial entity has been developed which seeks to realize income for the SCIO through a mix of commercial trading linked to the Wool Project and consultancy services. However, long-term funding is likely to remain susceptible to local politics.	The NP model brings secure central funding from Government for delivery of activity in the region. The Biosphere provides an opportunity to draw down Grants, Trust and Foundation funding not available to public sector partners. NP often set up parallel bodies suitably constituted to help facilitate this opportunity. A combined approach would provide secure core funding from government + an existing organisation with a positive track record with which to access alternative funding streams.
Biodiversity & climate change	After significant consultation, the Scottish Government intends to make the first part of the first aim of NPs a duty to protect, restore and enhance the natural assets, biodiversity and ecosystems. Where there	A key ambition is to address the climate and biodiversity crises through the development of landscape/seascape scale nature recovery projects through working in partnership with public agencies, NGOs and local groups, and	Addressing biodiversity loss and climate change are shared priorities for both designations with NP being able to leverage statutory protections and the Biosphere bringing local networks





	is a conflict between the aims this duty is to have the greater weight.	to demonstrate how this can also be good for local people and the local economy.	developed with land managers, communities and NGOs.
Cultural heritage	The duty to protect and enhance the cultural heritage and historic environment assets is to become the second part of the first aim.	UNESCO Biospheres are focused on the relationship between people and nature. They embrace indigenous communities and cultural heritage through their core functions which include: Conservation of biodiversity and cultural diversity Economic Development that is socioculturally and environmentally sustainable.	Both designations seek to protect and enhance the cultural and historic environment, with the Biosphere more aligned to people and their relationships with land, sea etc. and NPs more actively engaged in the built environment.
Planning	The Act requires the Minister to determine if the Park should take on the role of Planning Authority. The two existing Parks are Planning Authorities although in Cairngorms Planning Applications are dealt with by the constituent Authorities on the Park's behalf. Cairngorm NP has the power to call in any contentious applications. Regardless of who performs the functions of Planning Authority there is minimal change to the requirements for planning permission. The policies used to determine applications may well change to recognise the importance of the area.	The Biosphere has no planning powers although the status of its three "zones" are material planning considerations in the respective local development plans. NPF4 has also identified Galloway and Southern Ayrshire Biosphere as "an exceptional environmental asset."	Enhanced planning powers would be a positive addition within the Biosphere particularly when focused on strategic planning that is used to protect and enhance the natural and cultural environment – they would enhance the current references to Biosphere in LDP's and NPF4 which are advisory rather than statutory.
Renewable energy	Schemes which do not impact adversely on the duty relating to natural assets are accepted.	The Biospheres sustainability goals support renewable projects in the Transition Zone where they can demonstrate community support and mitigate against adverse	Whilst new windfarms are not considered compatible with a NP, GSAB believes that a modern NP could take a more strategic planning approach that





	New wind farms are not currently allowed under NPF4. The Scottish Government has announced that the blanket ban in NPF4 will not apply in a new park, however it has yet to specify what the new policy will be. The new park Authority will also be able to argue for a specific policy for its area.	impacts on biodiversity. However, new wind farm developments (including current projects subject to EIA scoping) adjacent to the core and within the Buffer Zone are seen to conflict with the natural and cultural objectives of the UNESCO Biosphere.	works with the renewables sector (and other industries) to manage cumulative impacts that focus on maintaining existing infrastructure whilst leaving other areas as a more naturalistic landscape.
Land Use	A power to enter into management agreements with owners and occupiers of land to achieve the NP aims. A power to make regulations to protect the heritage, prevent damage to land and to promote the public's enjoyment.	The Biosphere periodic review highlighted the significant pressure being faced with large scale land use change in the region. The Biospheres aspires to have a mosaic of differing sustainable land uses which are providing ecosystem benefits to society whilst retaining vibrant working rural communities. It seeks to achieve this through partnership working with local land managers and public sector agencies.	Both designations recognise the pressures of land use change, biodiversity loss and climate change. They seek to find collaborative approaches to ensuring the benefits extend beyond a small number of private individuals and out to wider society. The combination of regulatory powers aligned with bottom-up participation could help accelerate a more integrated approach to future land use in Galloway.
Economic prosperity and well-being of communities	The Park has an obligation to consider sustainable economic development of communities. The Park will increase tourism income and create jobs. It will also generate wider benefits to the economy and to the economy of the gateway settlements just outside the Park, It will also raise the profile of the area and	The ambition is to have dynamic and sustainable places to live and work, where people are empowered and able to care for their natural assets. A key driver for the Biosphere is tourism and the international appeal of the UNESCO association.	People engagement is integral to a successful Biosphere. Alignment of this facilitation and engagement with the support services and funding from a NP would create a very strong offer to the people of Galloway.





	encourage people with special skills to move to the area, particularly doctors, vets, teachers and solicitors.		
Access	The NPA is responsible for all access with a duty to promote and to resolve concerns between users and occupiers. The Park can employ Rangers to carry out a range of duties relating to access and countryside interpretation. It may also provide grants to others to employ Rangers. The park as a public body has a role to play in developing the Government Active Travel programme.	The Biosphere has no formal role in the management of public access but sees access as a keyway to develop engagement and understanding with the regions natural and cultural heritage and contributing to low carbon active travel aspirations.	Having a NP access authority with the means to positively enhance public access in the region would be a significant achievement and would complement the Biosphere aspirations for active travel and new recreation routes.





Annex 2 - Examples of National Park and UNESCO Designations with shared Governance

There are numerous national and international examples of National Parks and UNESCO Biosphere or other UNESCO Designations having partnership or shared governance arrangements.

The National Park / Biosphere examples are based on sites where the National Park designation is a reflection of the region's international significance for management of ecosystems. The UNESCO Biosphere designation has often been identified as a means of achieving greater sustainable development objectives through work with local communities. Within Scotland, National Parks already have greater recognition of sustainable development, so the main difference is down to the statutory powers of a National Park and brand perception.

Three successful examples of integrated governance are listed below from France, Germany and the Lake District.

France

French National Parks are public institutions under the authority of the Ministry of the Ecological and Inclusive Transition.

Since 2017, they have worked under the French Biodiversity Agency, which manages the network in order to promote exchange, and joint projects. The network makes an active contribution to national plans and programmes in order to build a common future for biodiversity and sustainable development.

National Parks are locally-run and governed by a board of Directors, primarily composed of local elected officials.

Since 2006 French National Parks have had a two zoned approach that is very close to the Biosphere concept.

The two zones have different regulatory statuses:

• the core (regulated area)

The National Park guarantees the protection of this area, as per its decrees, and manages any human activities carried out there, in line with its management objectives.

• the surrounding area (projects)

The surrounding area, or adjacent marine area for National Parks covering sea areas, is a space designed to achieve ecological consistency and solidarity with the National Park core.

All local stakeholders hold a shared responsibility for sustainable development. The National Park plays an advisory role and can act as a partner in projects to preserve and promote the natural, historic, cultural and landscape heritage.

Each National Park has a local charter, that lasts 15 years and is drawn up in partnership with local stakeholders, which municipalities may choose to sign up to or not, note they don't have to sign it. Those local communities that sign up have a contract with the National Park authority and they get funding for some projects on biodiversity, environment and community. They are also allowed to use the National Park brand.





There are two French Biospheres that share governance with National Parks and they work in a similar way to Biospheres. It has been agreed in France that the National Park could be declared to UNESCO as the coordination/management structure of the Biosphere, and this is written into the first pages of the National Park charter.

The two French areas are, Cevennes National Park/Biosphere and Archipel de Guadeloupe National Park/Biosphere in the Caribbean. A delegation from GSAB visited the Cévennes in 2008 pre our own designation to gain further understanding about how Biospheres worked in practice. In Cévennes, the idea of integration between people and nature is very strong, the NP works a lot on sustainability of human activities and includes species and Ecosystem conservation in their activities, even in the core. It is a bit different in Guadeloupe, which is a tropical island. Here the idea is more to work with people who live around the island so that they decrease the pressure on the core area. The four most recent French National Parks (French Guiana, Réunion, Calanques, Forêts) could very easily become Biosphere Reserves because they work in the same spirit.

In France they report that the zoned approach in French National Parks means that the original opportunities that Biospheres brought for the strong interrelationship between local populations and nature is of less importance today, as it is also recognised by law and enshrined in the National Park governance. However, they highlight the symbolic aspect of the Biosphere Reserve's UNESCO label as being of significant importance.

Germany

There are a number of German National Parks that overlap with UNESCO Biospheres but perhaps the best documented is the Wadden Sea on the North Sea coast of Germany.

The region has three parallel designations: a UNESCO World Natural Heritage Site, National Park and three UNESCO Biosphere reserves, which also cover three German federal states. The wider area also stretches into Denmark and the Netherlands. The National Park designations stretch back to 1986, with the Biosphere Reserve designations being secured in 1990-92, primarily at that time for its research functions focussed on relationships between people and ecosystems.

They report that, World Natural Heritage status (secured in 2009), which straddles the three countries, offers an internationally recognised platform for the transboundary conservation of the Wadden Sea's unique natural environment and is a source of pride for all concerned, both local residents and policymakers.

That the national park designations which are focussed on the core and buffer of the Biospheres are used to fulfil the Biosphere Reserves' conservation function.

The UNESCO Biosphere Reserves designations deliver powerful stimuli for the parts of the region inside and outside the national parks to be developed more sustainably in terms of economic uses, the strengthening of regional identity and the promotion of education for sustainable development.

As a result, by closely linking up the (protected) areas landward and seaward of the dikes, the Biosphere Reserves are contributing to an integrative approach to sustainability management for the region with socioeconomic, cultural and also ecological dimensions.





The Federal State is the highest authority for environment, energy, building and climate – they control all activities in both the National Park and Biosphere. The Federal State National Park Act identifies the National Park Authority as also being the management authority of the Biosphere.

The Biosphere Management Authority is delegated responsibility for management of the core and the buffer (protected by the National Park Act), they control research within the area and act as public affairs for the National Park. They have an advisory board, established on a statutory basis, that advises and supports the Biosphere on management of the core and buffer with regard to conservation, development and logistic support, including concerns of the general public. They advisory board makes recommendations but cannot issues directives.

Within the transition area the Biosphere Management Authority is a "non-sovereign contact" for questions of sustainable regional development and as such is involved in project planning, financing and implementation through partnership working with local municipalities, regional networks and economic development agencies.

United Kingdom

A number of UNESCO Biospheres in the UK overlap with National Parks or other protected areas. This predominantly takes the form of a National Park representative being part of the UNESCO Biosphere Partnership Board and some shared project delivery. In all cases the National Park (or other protected area) was in existence before the UNESCO Biosphere designation.

The most formal UNESCO example in the UK is the relationship between the Lake District National Park and Lake District World Heritage Site (WHS). Here the LDNP were a lead partner in the application to UNESCO to secure World Heritage status in 2017.

Having secured the designation the LDNP Partnership (LDNPP) is now the lead partner in overseeing its management. They have set up a Steering Group to oversee delivery of a programme of activity (known as the World Heritage Site Programme) that is directly aligned to delivery of the LDNP Plan. The Steering Group also provides advice to the LDNPP on WHS issues and / or undertakes WHS related work as mandated by the Partnership.

There is a WHS Technical Advisory Group (TAG) constituted under the aegis of the LDNP Partnership which exists to assist, in an advisory capacity, the Partnership in delivering against its WHS responsibilities. The TAG reports to the WHS Steering Group.

Finally, there is also a WHS Marketing Group who provide professional marketing and communication advice to the Lake District National Park Partnership to inform the delivery of a marketing programme that maximises the potential of UNESCO World Heritage for all partners and the region.

The Lake District model ensures that the significance of UNESCO World Heritage Site and key criteria pertaining to its designation are funded, protected and communicated widely on an equal basis to those of the National Park.

