



ADDENDUM

IUCN Evaluations of Nominations of Natural and Mixed Properties to the World Heritage List

IUCN Report for the World Heritage Committee, 39th Session
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ADDENDUM

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A. NATURAL PROPERTIES

A.2 MINOR BOUNDARY MODIFICATIONS OF NATURAL PROPERTIES

Europe / North America

LENA PILLARS NATURE PARK

RUSSIAN FEDERATION

WORLD HERITAGE MINOR BOUNDARY MODIFICATION PROPOSAL – IUCN TECHNICAL EVALUATION

LENA PILLARS NATURE PARK (RUSSIAN FEDERATION) – ID No. 1299 Bis

1. BACKGROUND INFORMATION

Lena Pillars Nature Park (LPNP) (1,272,150 ha in area) was inscribed on the World Heritage List at the 36th Session of the World Heritage Committee (Decision 36 COM 8B.11). An earlier nomination of the Lena Pillars Nature Park was withdrawn prior to the 33rd Session of the Committee, and had included an area that corresponds to (though is smaller than) the area that is proposed now for inclusion in the property. In its decision to inscribe the property, the 36th Session of the Committee, *inter alia*, requested the State Party to “consider including the Sinyaya component of Lena Pillars Nature Park, and relevant areas of the Lena River that are necessary to strengthen the integrity within the property”. In addition to the evaluation missions, an advisory mission by an IUCN-recommended expert was also conducted to the property in 2009. Thus this property, and the area that is subject to the proposed modification, has been considered by three different missions to date (two evaluation missions and one advisory).

2. SUMMARY OF PROPOSED BOUNDARY MODIFICATION

The proposed modification to the boundaries responds to the above mentioned request of the Committee, and involves an area of roughly 115 000 hectares located in the downstream section of the Sinyaya River basin, a left bank tributary of the Lena River. It thus would correspond to an increase in the property of c.9%. The nomination refers to the area to be added as the Sinsky Plot, and this is synonymous with the area that was termed the Sinyaya component in the decision of the World Heritage Committee.

The area concerned is somewhat larger than the similar area included in the withdrawn 2008 nomination, which was 80,970 ha. Adding the Sinsky Plot to the inscribed World Heritage property would result in LPNP becoming a serial site, because it is on the other side of the Lena River, on the left bank, about 5 km away from the nearest boundary of the World Heritage property on the Lena right bank. The small settlement of Sinsk is situated at the confluence of the Sinyaya with the Lena and an unpaved road runs parallel to the Lena River through the settlement. The downstream end of the Sinsky Plot does not end at the confluence, but is a kilometre or so upstream from it, thus avoiding the settlement. Sinsky Plot is defined by natural watershed boundaries along each side until its upstream limit, where the boundary then cuts across the river valley following an administrative rather than natural boundary.

The documentation provided is clear and well organised, and addresses the main questions to be considered in relation to the proposal.

3. IMPACT ON OUTSTANDING UNIVERSAL VALUE

IUCN has reviewed the proposal, and has considered input from both of the experts responsible for the two most recent missions (evaluation for 36 COM and advisory in 2009). IUCN’s evaluation report to 33COM also considers this area.

The justification for modifying the boundaries as cited in Section 3 of the report is fully consistent with the request by the World Heritage Committee. The proposed addition has also been previously recommended by IUCN.

The Sinyaya River basin contains the visually most impressive and geomorphologically the most instructive examples of carbonate pinnacles in the region, and these are included in the proposed addition to the property. They add to the already impressive pillar landscapes that are included in the much larger existing area of LPNP. The inclusion of the Sinsky Plot will improve the integrity of the property, primarily by protecting the most impressive area of carbonate pillars in the Lena Pillars region and the surrounding karstic area. The addition protects further values including additional areas of middle taiga forest ecosystem and the type-site of fossil fauna of the early Cambrian Sinsk Formation, which is noted of significance in the statement of Outstanding Universal Value.

Legal protection appears secure because the additional area is protected under the same Federal Law of the Russian Federation as the existing inscribed property, and is managed by the same local organisations.

The Nature Park is managed under the jurisdiction of Federal Ministry for Nature Conservation of the Republic of Sakha (Yakutia), which performs general management and coordination. The proposal foresees that a Science and Engineering Board will be created to be responsible for scientific, nature protection, recreational and outreach activities under the control of the Nature Park’s management. Traditional use of the area is also in place by the Evenki, and a Nature Park committee will be created to consider “any issues related to Evenki ancestral communes’ activities.” The committee will include “representatives of each ancestral community, Nature Park administration, and other stakeholders.” This will provide a mechanism, if required, to consider any disputes “related to commercial hunting, licensing, tourism, territorial

zoning, additional transportation routes preparation and management, usage of natural resources by the local residents in amounts exceeding the approved ones, matters of traditional natural territory management, employment policy and other Nature Park activity matters which are related to interests of Evenki ancestral communes.” It will be important that these management structures, which are already required in relation to the existing property are promptly implemented, and that they ensure that traditional rights continue to be recognised and respected within the management of the area.

During the field evaluation in 2011, the potential of increased visitor pressure after inscription was pointed out because there were quite a lot of rafting activities within the nominated property. IUCN considers the State Party should carefully manage this issue, and undertake appropriate monitoring.

Sinsky Plot has no buffer zone but for all practical purposes this is not necessary, because almost uninterrupted Siberian taiga extends for many kilometres in all directions. IUCN considers it important to note the need for logging or mining to not be permitted in the upstream part of the Sinyaya Basin in the foreseeable future in order to avoid negative impacts on the downstream areas that are the subject of the proposal.

4. OTHER COMMENTS

The property has an adopted statement of Outstanding Universal Value, that would require some adaptation if the boundary modification was approved, and it is proposed that those amendments would be undertaken directly between the World Heritage Centre and IUCN, in consultation with the State Party, and reported to the 40th Session of the World Heritage Committee.

5. RECOMMENDATION

IUCN recommends that the World Heritage Committee adopt the following draft decision:

The World Heritage Committee,

1. Having examined Documents WHC-15/39.COM/8B.ADD and WHC-15/39.COM/INF.8B2.ADD;
2. Recalling Decision 36 COM 8B.11 taken at its 36th Session (St Petersburg, Russian Federation);
3. Approves the minor boundary modification of **Lena Pillars Nature Park (Russian Federation)**, to include the Sinsky Plot.
4. Expresses its appreciation to the State Party for their positive response to the Committee’s previous recommendation to include the Sinyaya component of Lena Pillars Nature Park into the property.
5. Requests that the State Party:
 - a) Establish the remaining management bodies foreseen for the property;
 - b) Ensure the continued recognition and respect of traditional rights within the property;
 - c) Not permit mining and forestry activities outside the property, within the Sinyaya catchment, unless it is demonstrated that these would have no impact on the Outstanding Universal Value of the property, including its integrity.
6. Also requests IUCN, in consultation with the State Party through the World Heritage Centre, to consider any necessary factual corrections to the Statement of Outstanding Universal Value of the property, to reflect the approval of this minor boundary modification.

LATIN AMERICA / CARIBBEAN

DARIEN NATIONAL PARK

PANAMA

WORLD HERITAGE MINOR BOUNDARY MODIFICATION PROPOSAL – IUCN TECHNICAL EVALUATION

DARIEN NATIONAL PARK (PANAMA) – ID No. 159 Bis

1. BACKGROUND INFORMATION

Darien National Park was inscribed on the World Heritage List in 1981, under natural criteria (vii), (ix) and (x). The property has an area of c. 579,000 ha and has a common boundary with Los Katios National Park World Heritage property in Colombia. The State Party presented an apparently identical minor boundary modification to the 38th Session of the World Heritage Committee. The Committee, in decision 38 COM 8B.46 decided to refer the nomination back to the State Party and made a number of requests which are discussed in the below report.

2. SUMMARY OF PROPOSED BOUNDARY MODIFICATION

The details of the proposal appear to be identical to those considered at the 38th Session of the World Heritage Committee. The proposed modification would add two areas which together add approximately 31,628 ha to the existing property, resulting in a new area of 610,628 ha according to the proposal. This represents an increase of c.5.4% in the total area of the property.

3. IMPACT ON OUTSTANDING UNIVERSAL VALUE

IUCN has consulted reviewers in its network regarding the proposal, and considered it via the IUCN World Heritage Panel. It appears that the proposal is clearly to be welcomed as a proactive addition of areas of high conservation significance to the property, with some additional attributes not already represented inside its boundaries.

IUCN's evaluation of progress in relation to the four actions requested by the 38th Session of the World Heritage Committee is as follows:

- a) *Committee request: provide a large scale map indicating the precise boundaries of the new additions to the property, and their relationship to the existing boundary of the property;*

This request is not yet met. Two separate maps display existing boundaries (as legally defined in 1980) and proposed modifications have been provided. Although these are not identical to the ones submitted before, they remain at too large a scale for boundary definition and lacking in detail and clarity. They do not contain additional information and the proposed changes are not visualized in one single map.

- b) *Committee request: provide a specific and concise statement on the key values in each of the new areas proposed for addition to the property, and how they will be managed, together with details of the management plan for the property on its revised boundary;*

This request is met in relation to values, but not in relation to the request related to management. Relevant additional information about the national park and the broader region, as well as specific information about the proposed amendments has been provided. The information submitted is to be welcomed, and is adequate to address the request of the Committee, and confirms that there is a clear technical justification for the proposal. It could be further strengthened, if the proposal is resubmitted, by relating this information to the existing and recognized Outstanding Universal Value of the inscribed World Heritage property, Darien National Park.

Regarding the wider management of the site, the information from the State Party focuses on the different activities and contributions provided by a project that ends in 2016. However, there is not a clear statement of the current institutional presence on the ground and what will be sustained beyond the life of this project. The report does not include information about the quality of the management currently provided for the Darien National Park and how this management will be implemented in the new areas proposed for incorporation into the existing property. A management effectiveness baseline for the property and additional area would be advisable to assess the current management of the site and the scenarios to improve it. IUCN would be willing to provide technical support to the State Party on such an assessment if requested.

- c) *Committee request: confirm the necessary legal decrees referred to in the proposal, to enable protection of the property, have been formally approved;*

This request is not yet met. The boundary modification requires amendment of the 1980 Decree establishing Darien National Park in order to provide appropriate protection. This amendment is explicitly described in the proposal as a future objective rather than an established fact. It therefore remains premature to recommend approval of a proposal based on proposed legislative protection. Amendment of Decree 1980 would be required to ensure adequate legal protection.

d) *Committee request: confirm, and provide supporting information, on the necessary consultation with indigenous and local peoples in support of the proposed addition of the new areas to the property.*

This request is not yet met. The supplementary information from the State Party makes clear that the consultations have not been concluded, and no written agreement has been reached. Further consultation meetings should occur and a written agreement should be developed to document that local communities and indigenous peoples are in agreement with the expansion as well as the governance and management arrangements. Since the site and the expansion include land which is used by indigenous peoples and local communities, it will be important to confirm appropriate governance arrangements for the proposed additions to the area, including options for co-management arrangements. It will be important that the State Party ensure this step is completed with the requisite documentary evidence of consultation and consent.

In conclusion, the proposal for revision should be viewed positively and when complete would warrant support as a minor boundary modification, as there can be little doubt that the areas proposed would be valuable additions to support the integrity of the existing property. The State Party has made some progress since the requests of the World Heritage Committee in 2014, but the main requested actions are not yet completed, nor is the proposal supported by the necessary maps to the standards required. For these reasons IUCN considers that the World Heritage Committee, consistent with its previous decision, should refer the nomination back to the State Party to complete the necessary actions, and the recommended draft decision reflects the specific actions that should be undertaken. The State Party should be encouraged to present this modification once all of these actions are fully completed. IUCN would be willing to provide further detailed technical advice if requested by the State Party.

4. OTHER COMMENTS

Although beyond the specific scope of the minor boundary modification proposal, IUCN reiterates its previous recommendations to the State Party to consider options to establish a buffer zone for the property and consider possible additions of marine areas adjoining coastal sections of the property. Details are provided in IUCN's previous report to the 38th session of the World Heritage Committee.

The Committee had also encouraged dialogue on matters related to transboundary conservation with the adjacent World Heritage property of Los Katios National Park, in Colombia. The State Party notes a preliminary approach to protected area authorities of Colombia to schedule a binational meeting in 2015,

with the aim of identifying common theme. IUCN considers this positive willingness to consider transboundary approaches is to be welcomed and encouraged, and remains willing to offer support as required.

5. RECOMMENDATION

IUCN recommends that the World Heritage Committee adopt the following draft decision:

The World Heritage Committee,

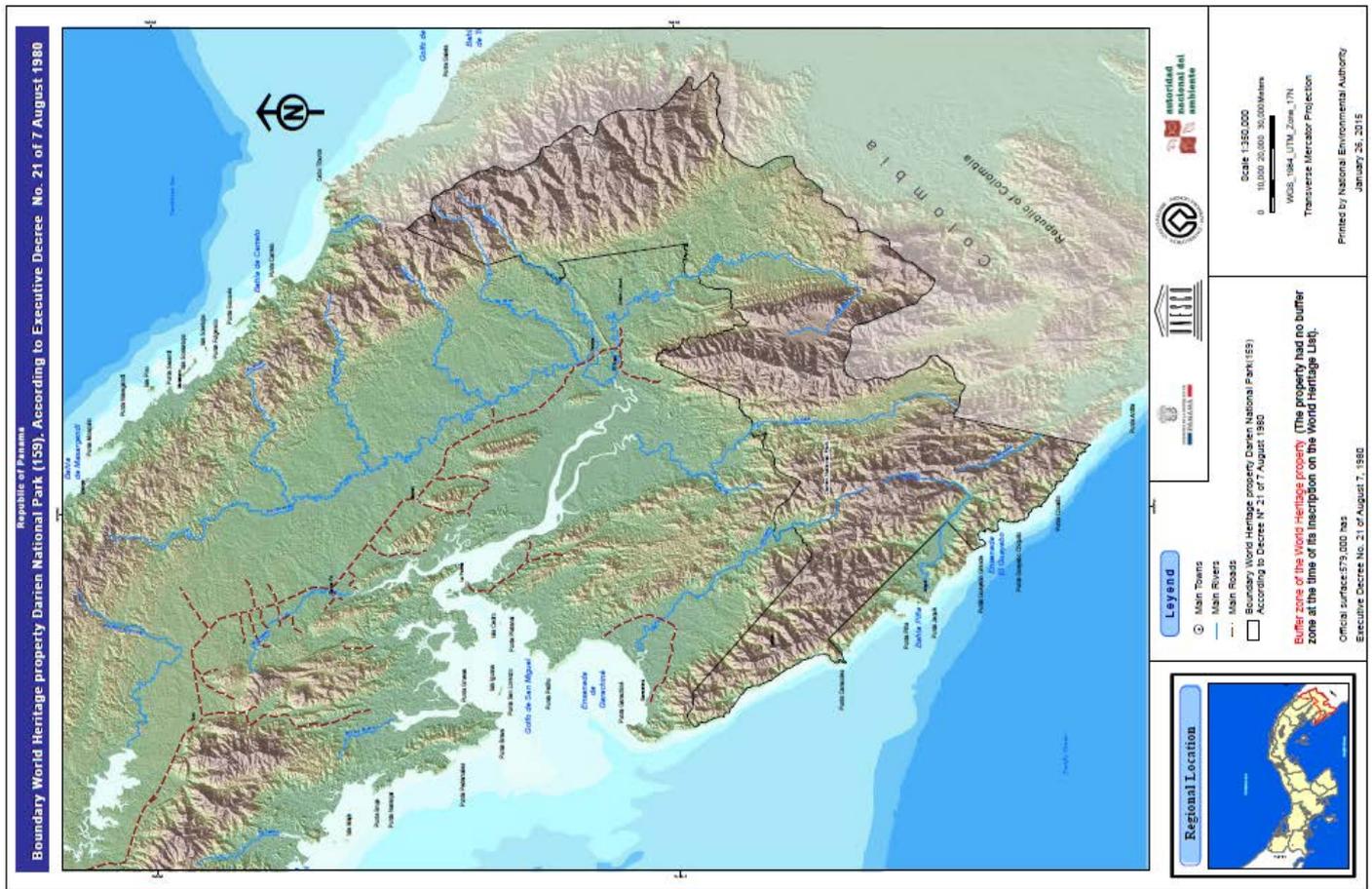
1. Having examined Documents WHC-15/39.COM/8B.ADD and WHC-15/39.COM/INF.8B2.ADD;

2. Refers the minor boundary modification of **Darien National Park (Panama)** back to the State Party, to allow the State Party to complete the following actions, and invites the State Party to resubmit the proposal when these have been completed:

- a) Provide a topographic map (or multiple maps if necessary) at the largest available scale (1:75000 at least) clearly outlining the proposed minor boundary modification(s) and specifying and visualizing their relationship to the existing boundary of the property;
- b) Reconfirm in a specific and concise statement the key values in each of the new areas proposed for addition to the property and also confirm how the additional areas will be managed, and provide a copy of the management plan indicating how it would apply to the property with its revised boundary;
- c) Confirm that the necessary legal decrees referred to in the proposal, to enable protection of the property, have been formally approved, and provide a copy of the approved and signed decree;
- d) Confirm, and provide supporting information and documentation, on the necessary consultation with indigenous peoples and local communities in support of the proposed addition of the new areas to the property.

3. Encourages the State Party of Panama, with the support of IUCN and the World Heritage Centre, to continue to consider options to strengthen the protection and management of the property including, in consultation with the State Party of Colombia, on matters related to transboundary conservation with the adjacent World Heritage property of Los Katios National Park.

Map 1: Existing property's boundaries



Map 2: Proposed minor boundary modification

