



United Nations  
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# World Heritage Patrimoine mondial

**37 COM**

Distribution limited / limitée

Paris, 3 June / 3 juin 2013

Original: English

UNITED NATIONS EDUCATIONAL,  
SCIENTIFIC AND CULTURAL ORGANIZATION  
ORGANISATION DES NATIONS UNIES  
POUR L'EDUCATION, LA SCIENCE ET LA CULTURE

CONVENTION CONCERNING THE PROTECTION OF THE WORLD  
CULTURAL AND NATURAL HERITAGE

CONVENTION CONCERNANT LA PROTECTION DU PATRIMOINE  
MONDIAL, CULTUREL ET NATUREL

WORLD HERITAGE COMMITTEE / COMITE DU PATRIMOINE MONDIAL

Thirty-seventh session / Trente-septième session

Phnom Penh, Cambodia / Phnom Penh, Cambodge  
16-27 June 2013 / 16-27 juin 2013

**Item 7 of the Provisional Agenda: State of conservation of properties inscribed on the World Heritage List and/or on the List of World Heritage in Danger.**

**Point 7 de l'Ordre du jour provisoire: Etat de conservation de biens inscrits sur la Liste du patrimoine mondial et/ou sur la Liste du patrimoine mondial en péril**

MISSION REPORT / RAPPORT DE MISSION

**Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks (Brazil) (1035)  
Aires protégées du Cerrado : Parcs nationaux Chapada dos Veadeiros et Emas (Brésil)  
(1035)**

**4 to 9 March 2013**

This mission report should be read in conjunction with Document:  
Ce rapport de mission doit être lu conjointement avec le document suivant:

**WHC-13/37.COM/ 7B.Add**

**REPORT ON THE REACTIVE MONITORING MISSION TO THE CERRADO PROTECTED AREAS:  
CHAPADA DOS VEADEIROS AND EMAS NATIONAL PARKS - BRAZIL FROM 4 TO 9 MARCH 2013**

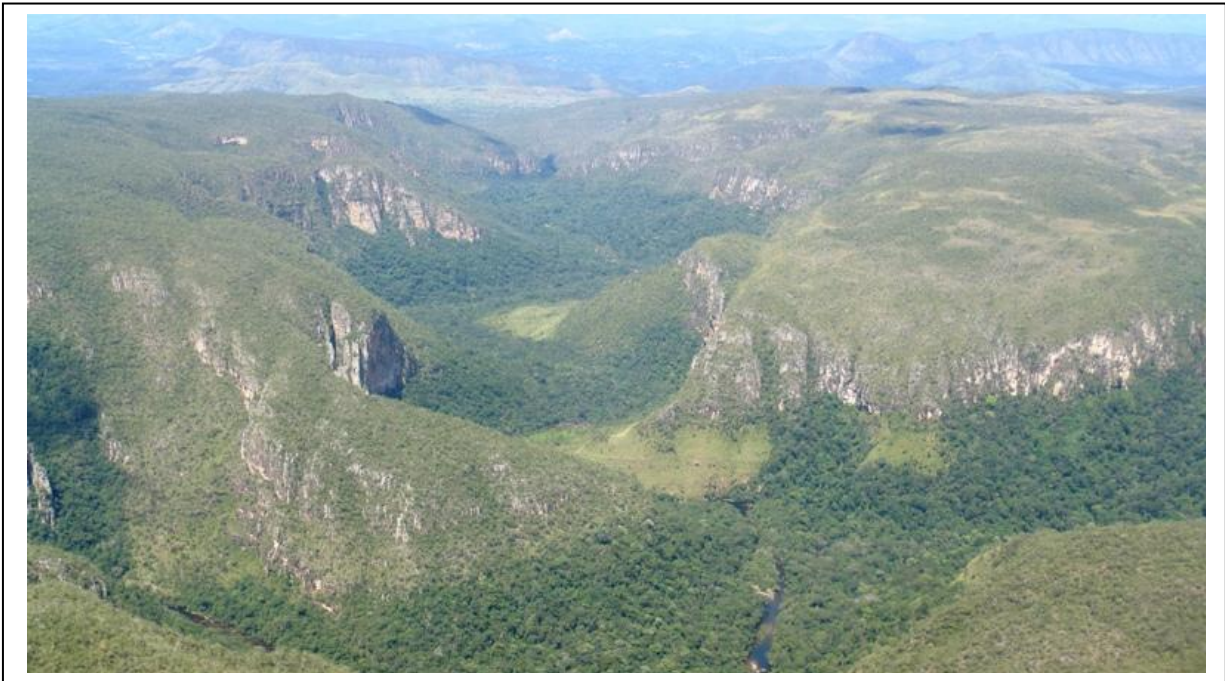


Photo © [Robert Hofstede]

**Robert Hofstede (IUCN)  
March 2013**

## **ACKNOWLEDGEMENTS**

The mission would like to thank the government of Brazil and, in particular, the Chico Mendes Institute for Biodiversity Conservation (ICMbio) for all the support they provided during the mission.

Likewise, the mission would like to acknowledge all the persons that have provided valuable information and opinions. Interaction took place with various Federal, State and local government agencies, NGO's and local land owners, in various settings. We are deeply indebted to all these people and hope that this report includes their points of view as accurately as possible.

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## EXECUTIVE SUMMARY

The World Heritage Committee inscribed the site "Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks" at its 25th Session in December 2001 (Helsinki, 2001). Sector I of this serial property is represented by the Chapada dos Veadeiros National Park (CdVNP) that earlier that year had been expanded from 65,515 to 235,970 ha. However, in 2003, the Brazilian Supreme Court abrogated the presidential decree enlarging CdVNP and the area protected by the park was reduced to its original size. This implied, in line with paragraph 180 of the *Operational Guidelines*, that a large area of the site is in potential danger because it does not profit from legal protection. The State Party started the legal procedures for reestablishing legal protection however, in the 2012 report on the state of conservation of the property (2012), the SP cautions that a strict return to the National Park boundaries at the time of inscription is no longer an option and rather a process is underway to create new protected areas, of different management category, that should provide sufficient protection of the integrity of the property.

The reactive monitoring mission to the Cerrado Protected Areas: Chapada Dos Veadeiros and Emas National Parks took place from 4 to 9 March 2013 to assess issues related to the legal status of the property, and to provide further advice to the State Party (SP) on the integrity of the property, and make a recommendation on the possible inscription of the property on the List of World Heritage (WH) in Danger. The mission spoke to representatives of Federal, State and municipal governmental agencies, private land owners and international organizations and made extensive aerial inspection and field visits to Sector I of the property and surrounding areas.

### Conclusions

The potential danger (according to paragraph 180 (b) of the the *Operational Guidelines for the implementation of the World Heritage Convention*) originating from the lack of legal protection of the major part of Sector I of the property is still valid: with the exception of a newly established State conservation unit (Nova Roma Ecological Station) and some private reserves, no new conservation units were established and existing management regimes for the area do not guarantee the integral conservation of the Outstanding Universal Value (OUV). However, the mission recognizes good efforts by the State Party to mitigate the potential danger and re-establish legal protection of the property.

The mission concludes that there is no ascertained danger to the OUV according to paragraph 180 (a) of the *Operational Guidelines*. The CdVNP is in good conservation status, and management effectiveness has significantly increased during the last decade. Also, most of Sector I of the property that is not under legal protection has a good status of conservation, with the exception of the northern margin of the property in the western portion (bordering CdVNP) and the northern part of the (unprotected) eastern portion. In these parts of the unprotected part of the property (totaling less than 15% of Sector I, as estimated by the State Party representative who accompanied the mission) notable human intervention related to cattle ranching was observed. The rest of the unprotected portion of the property has no permanent human intervention, mostly due to difficult access and physiographical constraints for agricultural development (steep slopes, rocky soils, etc). The main threat affecting biodiversity and ecological processes in the entire area (including the National Park) is fire. This is a natural phenomenon of Cerrado but has an increased frequency due to human activities. It certainly has had a negative influence on OUV but since Cerrado biodiversity has evolved in presence of fire, it tolerates a certain degree of fire-related disturbance. Also, the mission recognizes that environmental authorities and local fire fighters are paying due attention to

this threat, not only within but also outside the protected areas, and that WH designation contributed to this increased control.

Outside the property, there are several areas with a conservation situation that is similar to the unprotected portion of the property. These large areas (> 20 000 hectares) are found particularly in the Río dos Couros valley, Kalunga Quilombo Territory and the western part of Río Macaco and Macaquinho region. The mission concludes that establishing a functional biological connection between these areas widens the area of interconnected Cerrado biome in good conservation status and supports conservation of OUV.

In 2011, the SP aimed at re-establishing the National Park status for all the affected lands. However, in 2012 it became clear that due to ongoing human intervention in some parts of the property and continued resistance of a small portion of land owners, a full reestablishment of the protected status of the entire property is not realistic. The mission, after inspecting the property and speaking to several land owners, concludes that this was a valid consideration.

In 2012, the SP decided on an alternative approach. In collaboration with State government and private owners, the Chico Mendes Institute for Biodiversity Conservation (ICMBio) is establishing a mosaic of conservation units of different management regimes, within and outside the property. The mission concludes that this is a feasible strategy and during interviews with representatives from multiple stakeholders, a positive general atmosphere of collaboration was observed (including most land owners within the property that opposed CdVNP expansion in 2001). The process of establishment of conservation units is a complex process and, given the negative experience from the past, the SP wishes to do this carefully. Therefore, especially the public consultation stage can take several months but the current estimate of ICMBio to present the new conservation units in the second half of 2013 seems feasible. Nevertheless, the management regimes currently planned by the SP for new conservation units are not sufficient to guarantee integral protection of OUV of the property, because they focus on single species (Wildlife Refuge, IUCN category IV) and scenic beauty (Natural Monument, IUCN category III) but not on the protection of the integrity of the ecosystems and biodiversity. Additional management regulation will be required to ensure that future management plans limits human activity (allowed on private property within these categories) that threatens the integrity and OUV of the property.

In parallel to the efforts of the Federal government, the State of Goiás has established a 8500 hectares integral protection area and is in the final stages of establishing another 60 000 hectares of State Park within the property. The monitoring mission concludes that this process is likely to be finished before mid 2013, because the areas where the State works have less human presence and no history of conflict. Also, the proposed management regime (IUCN category II) does guarantee sufficient protection of OUV.

Other new conservation units (Private Natural Heritage Reserves; RPPN) are established by private land owners within and outside the property and ICMBio is working with several other private land owners to establish additional ones. After inspecting RPPN and interviewing land owners and ICMBio staff, the mission concludes that RPPN are an effective tool to promote integral protection of key areas within the property and in the buffer zone as well as to involve land owners directly in the overall protection of the property.

Although legal protection is still not established and hence the potential danger is valid, given the advanced process in combination with the generally good state of conservation of the property (and other Cerrado areas in this part of the State), the mission does not recommend inclusion of the property on the list of WH in Danger. However, the mission does recognize

once the proposed mosaic of conservation units is in place, the boundaries of the WH property have to be redefined. The mission concludes that this implies a significant modification to the boundaries of the property, which will require a re-nomination, according to paragraph 165 of the *Operational Guidelines*. The mission emphasizes that the process of putting in place effective protection and management will take time and therefore recommends that the State Party is given until the end of 2013 to achieve establishment of legal protection and to 1 February 2015 to propose a re-nomination of the property.

## **Recommendations**

1. Ensure establishment of new conservation units within and outside the property before the end of 2013 as proposed by the State Party, taking into consideration the following criteria:
  - a. the need to ensure optimal public consultation with all affected land owners, and promote and support the establishment of Private Natural Heritage Reserves;
  - b. the application of management regimes that ensure the best possible protection of biodiversity and ecological processes, and ensure full collaboration in management between Federal and State agencies, as well as private owners. In case the proposed management regimes do not guarantee integral protection of OUV, additional regulations will have to be put in place;
  - c. consider extending the property to include the areas within and outside the property with best status of conservation, prioritizing the area of Rio das Pedras (within the property), São Bartolomeu, the area of Rio dos Couros (south of the property) and the area of Rios Macaco and Macaquinho (within and outside the property);
2. The mosaic of existing and new conservation units should ensure as much as possible the ecological and biological connection between different areas of the Cerrado landscape in good status of conservation, including the Kalunga Quilombo Territory;
3. Once new Federal, State and private conservation units are established, propose re-nomination of the property with new boundaries of Sector I, which should at least include the existing CdVNP, the future São Bartolomeu State Park, Nova Roma ecological station, established RPPN, the expanded Rios Macaco and Macaquinho, and the Rio dos Couros region. In total, the area of Sector I should be at least of comparable size to the currently inscribed area;
4. In case the State Party has not been able to maintain its progress on re-establishing legal protection of the property and the implementation of the mission recommendations, invite a reactive monitoring mission prior to the Committee's 39<sup>th</sup> session in 2015 to evaluate potential danger as per paragraph 180 b) of the *Operational Guidelines*, and re-assess the possible inscription of the property on the List of World Heritage in Danger.

## LIST OF ABBREVIATIONS

APA	Environmental Protection Area
APP	Areas of Permanent Protection
CdVNP	Chapado dos Veadeiros National Park
CONABIO	National Biodiversity Commission
ICMBio	Chico Mendes Institute for Biodiversity Conservation
IUCN	International Union for the Conservation of Nature
MMA	Ministry of Environment
NGO	Non Governmental Organization
OUV	Outstanding Universal Value
RPPN	Private Natural Heritage Reserve
SENARH	State Secretary for Environment and Hydrological Resources - Goiás
SNUC	National System of Nature Conservation Units
SP	State Party
UNESCO	United Nations Educational, Scientific and Cultural Organization
WCPA	World Commission on Protected Areas (IUCN),
WH	World Heritage



## 1. BACKGROUND TO THE MISSION

### Inscription history and concerns previously raised by the Committee

The Chapado dos Veadeiros National Park (CdVNP) forms part of the original Tocantins National Park (650.000 hectares) which was established in 1961 by presidential decree 49875. By several decrees, the park was successively reduced down to 65,515 hectares in 1991 (decree 99279). In 2001, the Brazilian state party nominated the CdVNP as a World Heritage (WH) site. A first IUCN evaluation in May 2001 noted the “difficulty in maintaining biodiversity in such a limited area.” Therefore, the WH Committee decided to refer the nomination back to the State Party (SP) to prepare a serial nomination including CdVNP which more adequately addressed WH criteria. A revised nomination was prepared, this time including Emas National Park. An IUCN mission returned to the site in August 2001 and advised the SP that a large buffer area abutting CdVNP would be a welcome addition to the site, contributing to its integrity. In reaction to the WH Committee’s concern about the insufficient size of the property, the SP passed a Federal Decree in September 2001, expanding the size of CdVNP to 235,970ha, making CdVNP the largest national park in the Cerrado ecoregion. Based on this expansion, and on IUCN’s recommendation that the property be of sufficient size to include all important areas required for the long-term survival of key species, particularly large predators, the WH Committee inscribed the site "Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks" at its 25th Session in December 2001 (Helsinki, 2001). The property covers 367,356 hectares which is the sum of the extension of both parks in 2001 (CdVNP 235,970 ha, Emas National Park: 131,386 ha).

### Inscription criteria and World Heritage values

The property was inscribed on the basis of criteria (ix) and (x)<sup>1</sup>. The justification for each criterion is presented below, based on decision **25COM X.A**.

*ix. To be outstanding examples representing significant on-going ecological and biological processes in the evolution and development or terrestrial, fresh water, coastal and marine ecosystems and communities of plants and animals;*

The site has played a key role for millennia in maintaining the biodiversity of the Cerrado Ecoregion. Due to its central location and altitudinal variation, it has acted as a relatively stable species refuge when climate change has caused the Cerrado to move north-south or east-west. This role as a species refuge is ongoing as Earth enters another period of climate change.

*x. To contain the most important and significant habitats for in-situ conservation of biological diversity, including those containing threatened species of outstanding universal value from the point of view of science or conservation.*

The site contains samples of all key habitats that characterise the Cerrado ecoregion - one of Earth's oldest tropical ecosystems. It contains over 60% of all floral species and almost 80% of all vertebrate species described for the Cerrado. With the exception of the Giant Otter, all of the Cerrado's endangered large mammals occur in the site. In addition, the site supports many rare small mammals and bird species that do not occur elsewhere in the Cerrado and a number of species new to science have been discovered in the Cerrado Protected Areas.

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<sup>1</sup> At the time of nomination, these criteria were numbered as natural criteria (ii) and (iv).

## **Examination of the State of Conservation by the World Heritage Committee and its Bureau**

In 2003, the Supreme Court abrogated the presidential decree enlarging Chapada dos Veadeiros National Park and the area protected by the park was reduced to its original size - a reduction of 72%. In a letter dated 14 January 2010 to the SP, the WH Centre requested to the SP that additional information on the 72% reduction in size of the CdVNP be provided. The SP's reply, dated 27 April 2011, stated that after the inscription of the property on the WH List, land owners questioned the legality of the Decree that established the 235,970 ha protected area for the Park. In 2003, the Court's decision declared the Decree void due to two flaws: (1) the information communicated by the competent Federal authority at the time, the Brazilian Institute for the Environment and Renewable Natural Resources, did not meet the public consultation requirements set out in Law No. 9.985/2000 for expanding the boundaries of a conservation area, and (2) Law No. 9.985/2000 was not effectively regulated or applied in the formulation of the Decree.

The SP's letter confirmed that since 2003, the Government of Brazil has been trying to re-establish the legal framework for the protection of the area inscribed on the WH List. In 2007, a new body was created for the management of Brazil's nature reserves and parks, the Chico Mendes Institute for the Conservation of Biodiversity (ICMBio). In January 2011, ICMBio restarted the legal procedures for a new Decree to expand CdVNP. In its letter of 27 April 2011, the SP indicated that these procedures should be finalized by March 2012. However, in the report on the state of conservation of the property (submitted on 30 March 2012), the SP cautions that a strict return to the National Park boundaries at the time of inscription is no longer an option due to man-made processes already underway since 2001, which in fact served as the basis for the legal actions that led to the repeal of the 2001 expansion decree.

Subsequently, at its 36<sup>th</sup> session (decision **36COM 7B.30**), the WH Committee noted with concern that the majority of the CdVNP component of this serial property continues to no longer benefit from National Park status, and that its integrity is no longer guaranteed. It also noted that the SP has committed to presenting the final project for the re-establishment of sufficient protection status for the property, or an equivalent configuration of what is currently recognized as the property under the WH Convention, to the Minister of Environment in 2013. The WH Committee considered that any new configuration of property boundaries and/or conservation status proposed by the SP will likely require a re-nomination. Furthermore, it requested the SP to invite a reactive monitoring mission undertaken by IUCN to assess issues related to the legal status of the property, and to provide further advice to the SP as required, on the basis of which the present mission was organized.

### **Justification of the mission**

The IUCN/UNESCO reactive monitoring mission for the Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks derives from the World Heritage Committee's decision **36COM 7B.30** (See Annex I). The mission was requested to assess whether the areas proposed by the State Party to compensate for the loss of legal protection of a large part of the CdVNP align with the requirements of the WH Convention in terms of the adequacy of their protection regime, to assess any other relevant conservation issues that may negatively impact on the Outstanding Universal Value (OUV) of the property, and make a recommendation on the possible inscription of the property on the List of World Heritage in Danger (Terms of reference for the UNESCO/IUCN mission – Annex II).

## **Mission activities**

Given the justification of the mission based on Decision **36COM 7B.30**, the mission only assessed the situation of the CdVNP component (Sector I) and did not consider the Emas National Park component (Sector II) of the serial property.

The mission was executed by Robert Hofstede of IUCN's World Commission on Protected Areas (IUCN WCPA). The mission was accompanied in Brazil by staff from ICMBio. The mission met the environmental authorities and technical experts of Federal, State and municipal agencies, members of international and local non-governmental organizations and inhabitants of the site and its area of influence. Several parts of Sector I of the property were visited by road and a total of three helicopter flights were undertaken to inspect the property and abutting areas where new conservation units are under consideration. Annex III presents the detailed mission agenda and Annex IV presents the names of all people who were interviewed during the mission.

## **2. NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY**

### **Legislation, institutional framework and management structure of protected areas in Brazil**

The body of Brazil's environmental legislation pertinent to the WH Site is principally based on Federal Law nº 9.985 of 18 July 2000, which created the National System of Nature Conservation Units (Sistema Nacional de Unidades de Conservação da Natureza - SNUC<sup>2</sup>) and its regulation (Decree n.º 4.340, 22 de August 2002). These define the participation of society (public consultation and participation in governance bodies) in the processes of creation, planning and management of the conservation units.

Component 2 (on biodiversity conservation) of the national Biodiversity policy (Política Nacional de Biodiversidade, decree N° 4.339, 2002) promotes the definition of priority areas for conservation in all Brazilian biomes and the creation of integral protection and sustainable use conservation units. The National programme of Biological Diversity (Programa Nacional da Diversidade Biológica - PRONABIO; Decree nº 4.703, 2003) aims at implementing the national Biodiversity Policy through the promotion of partnerships with Civil Society organizations. It also creates the National Biodiversity Commission (Comissão Nacional de Biodiversidade; CONABIO), a body responsible for coordination, supporting and evaluation of the actions of PRONABIO. CONABIO (formally established by Resolution no. 03 of 2006) is chaired by the Ministry of Environment and has representations from several other Federal Ministries, governmental institutions (like the National Environmental Institute, IBAMA), NGO's, organized Civil Society movements, indigenous peoples' organizations, National Academy of Sciences, and production chambers (industry, agriculture).

The National Protected Areas Strategic Plan (Plano Estratégico Nacional de Áreas Protegidas – PNAP Decree 5758 of 2006) was established to implement CBD's programme of work on protected areas in Brazil. It aims for an effective and representative system of conservation units and focuses on SNUC as well as indigenous lands and Afro-Brazilian (Quilombo) territories.

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<sup>2</sup> Ministerio do Meio Ambiente (2011) Sistema Nacional de Unidades de Conservação da Natureza. Plan Estratégico de Áreas Protegidas. Ampliado y actualizada até outubro de 2011.

The national policy of sustainable development of traditional peoples and communities (Política Nacional de Desenvolvimento Sustentável dos Povos e Comunidades Tradicionais, PNCPT, Decree 6.040, 2007 ) has an emphasis on the recognition, strengthening and guarantee of the territorial, social, economic and cultural rights, respecting and valuing their identity, forms of organization and institutions. It recognizes traditional territories as the areas necessary for the development of cultural, social and economic activities of the traditional communities and peoples.

The Forest Policy of the State of Goiás includes a specific law (12.596 of 1995) that declares the Cerrado Biome as natural heritage and all its components are considered of public interest. Among other aspects, it declares Areas of Permanent Protection (APP). APP includes resting places for migratory birds, areas on the borders of rivers and lakes, around water springs, on the tops (upper third) of mountains and hills, on steep (> 100%) slopes, close to cliffs, inundation flats and all areas over 1200 metres above sea level. The WH property, with much area above 1200 m and scattered with rivers, steep slopes and gulleys, includes many areas where this law applies. Although APP cannot be considered conservation units, they do resemble areas where specific legal protection for use of natural vegetation is valid.

The national biodiversity institute ICMBio manages all Federal conservation units. ICMBio was created in 2007 (by law 11.516), taking over this particular responsibility from the Brazilian Institute for the Environment (IBAMA). Both pertain to the Ministry of Environment (MMA). The state conservation units are managed by the State Secretary for Environment and Hydrological Resources (*Secterario Estadual de Meio Ambiente e dos Recursos Hídricos de Goiás* - SENARH).

### **3. IDENTIFICATION AND ASSESSMENT OF ISSUES/THREATS**

#### **Assessment of overall management effectiveness**

The entire focus of the reactive monitoring mission was on the north-eastern portion of this serial property, which was originally represented by the CdVNP extended in 2001 (hereafter called "Sector I"). In this area of 235,970 hectares, several environmental management regimes apply. All these are included in Annex V, map 1.

In order of size, these regimes are:

1. Cerrado Biosphere Reserve –All the lands in question are within the vast Cerrado Biosphere Reserve, which covers 29,000,000 hectares. No active, integral management of the Biosphere reserve is currently effectively in place.
2. Ecological corridors. These are formal public policy, recognized jointly between Federal, State and local governments and generally promoted by NGOs. One large and one smaller corridor are established in the area:
  - (i) The Paranã-Pireneus Cerrado Ecological Corridor (Corredor Ecológico do Cerrado Paranã-Pireneus – CECPP) encompasses 29 Conservation Units, including the entirety of Sector I of the Site. The corridor runs through 17 Federal Conservation Units and 12 State Conservation Units, in addition to the Avá Canoeiro Indigenous Territory. The CECPP extends across an area of 99,734 km<sup>2</sup> in the states of Goiás, Tocantins, and the Federal District. Launched in 1999, the project is composed of 45 municipalities, but it has no actual management planning.

- (ii) The *Corredor Ecológico Tombador Veadeiros* (CETV) project is an initiative of The Nature Conservancy – TNC in Brazil, in partnership with the O Boticário Foundation for the Protection of Nature (Fundação O Boticário de Proteção à Natureza) and the ICMBio. The objective of the project is to promote the creation of an ecological corridor between the Chapada dos Veadeiros National Park and the Serra do Tombador Natural Reserve in the municipality of Cavalcante, Goiás (north of the property), currently separated by slightly more than 20 kilometers, through the designation of Legal Reserves (Reserva Legal) and Permanent Preservation Areas (Áreas Preservação Permanente). The initiative is also aimed at linking the two areas to the Kalungas Quilombo Territory. The area covered by the corridor is in relatively good conservation status, with most human activity being limited to large scale extensive cattle ranching and small scale activities related to crops (fruits, soy), fish ponds and non metallic mining.
3. Pouso Alto Environmental Protection Area (Área de Proteção Ambiental – APA), managed by the Goiás state government. This state Conservation Unit covers all of the current boundaries of CdVNP, most of the remaining area of Sector I and most of the buffer zone around Sector I of the Site. Covering a total of 872,000 hectares, the APA is practically similar to the 1961 boundaries of the original Tocantins National Park. APA can be considered corresponding to IUCN Protected Area Management Category V and is of fundamental importance for enhancing conservation outside the park and so help ensure the long-term viability of the faunal populations. Recently the State of Goiás has increased the efforts to employ integral management of the APA, including the establishment of an administrative centre in Colinas do Sul (West of the CdVNP boundaries), the reestablishment of a consultative council (with state and civil society representation) and a planned process to develop a Management Plan in the near future. In spite of these positive developments, the presence of APA does not guarantee effective protection of the OUV because few conservation regulations have enough legal ground to be enforced. According to the interviewed representatives from State Government and other local stakeholders, the main regulations that are effectively implemented are the control of deforestation and the ban of further mining activities in APA. These activities are being controlled and enforced by the State Environmental Police (*Comando de Policiamento Ambiental*).
4. Kalungas Quilombo Territory. Quilombo Territories are specially protected areas under Brazilian law aimed principally at recognizing and ensuring the territorial rights of areas occupied by afro-Brazilian communities. This area of 253,000 hectares is located in the municipalities of Teresina de Goiás, Cavalcante, and Monte Alegre in the northeastern section of Goiás, practically bordering on the property (separated by a few kilometers at its northeastern point). While conservation of the local natural environment is not the primary objective of the area, the Kalungas Quilombo Territory is well preserved. The community of almost 4,000 inhabitants engages in small farming activities and maintains a way of life that is readily consistent with conservation of the natural environment (Annex VI, Photos 10 and 11). According to the 2012 SP report on the conservation status of the property, 93% of the Kalungas Quilombo Territory remains intact. During the mission, the entire territory was inspected by helicopter and it was confirmed that at least 90% of the area is covered by natural vegetation without major human intervention. Indeed, the land use of the Quilombo community is much less extensive in terms of area; most activities are subsistence agriculture and large scale cattle ranching hardly takes place and indicators of recent and sub-recent wildfires are similar as within the property.

5. Chapada dos Veadeiros National Park. Currently, this conservation unit covers 64,795 hectares in the Western portion of Sector I of the property. It is managed by ICMBio from the park headquarters in São Jorge. The assessment of Management effectiveness (RAPPAM methodology<sup>3</sup>) was executed for all Federal conservation units in 2006 and 2010. In 2006 the overall management of CdVNP was considered "low" (32% effectiveness) but this increased strongly in the following years. In 2010, the effectiveness for CdVNP was considered medium at 59% effectiveness (the limit between "medium" and "high" effectiveness is 60%). The area scored under 50% in the categories materials, management planning, financial resources, human resources and legal protection. Staff numbers have increased considerably: at the time of WH listing (2001), the Park had five professional staff (*analistas ambientais*), four park guards (*vigilantes patrimoniais*), and one general services assistant. Currently, CdVNP has six professional staff, 12 park guards, five general services assistants, one driver, one administrative assistant and 35 part time firefighters (*brigadistas*)<sup>4</sup>.
  
6. Nova Roma Ecological Station (*Estação Ecológica Nova Roma*). Covering 8500 hectares in the heart of the eastern portion of Sector I, the part of the property that lost legal protection in 2003. It is a State Park, of integral protection (Category I, IUCN), established in 2009 on one single private property, purchased by the State of Goiás. The area was in an excellent state of conservation (due to unclear tenure situation before purchase and difficult access, the area was practically not in use by the owner) and has currently no human intervention. The station is managed by the state, from park headquarters in Nova Roma, but a field station is projected within the area, facilitating control. The only threats to the area are uncontrolled wildfires, similar to elsewhere within and outside the WH property.
  
8. Private Natural Heritage Reserves (*Reserva Particular do Patrimônio Natural, RPPN*), fully recognized as an integral protection category within SNUC (similar to IUCN Protected Area Category I or II). RPPN are established after explicit expression of interest by a private land owner. The Federal government (through ICMBio) or a State government can declare an area as RPPN after a field evaluation and approval of a management plan. The main incentive for a land owner to solicit the status of RPPN is the elimination of property taxes. The category seems successful; interviewed RPPN owners are generally well motivated and ICMBio recognizes its effective management. The RPPNs observed from the air during the reactive monitoring mission appeared to be in good state of conservation. In total, 15 RPPN are established in the surroundings of the property, ranging in size from several hectares to almost 9000 hectares; in total they cover over 20 000 hectares. One RPPN (Cara Preta; 975 hectares) is within the boundaries of the WH property and borders on the CdVNP at its eastern border). At least four other RPPN are currently under evaluation, several of which will be (partly) within the property's boundaries (depending on the final boundaries of the RPPN).

### **Reestablishment of legal and effective protection of Sector I**

Since 2003, the Government of Brazil has been trying to re-establish the legal framework for the protection of the area inscribed on the World Heritage List. This process was slow, among others because of a change in institutional setting (establishment of ICMBio in 2007). In 2011,

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<sup>3</sup> Ervin, J. 2003. WWF: Rapid Assessment and Prioritization of Protected Area Management (RAPPAM) Methodology WWF Gland, Switzerland

<sup>4</sup> All data on management of CdVNP are provided by ICMBio, March 2013.

ICMBio restarted the legal procedures for a new Decree for CdVNP and it was hoped that this could be finalized by March 2012. However, given increased human intervention in the area, the unclear land tenure situation and resistance among a small group of landowners against integral protected areas (IUCN category I or II), a strict return to the original National Park boundaries at the time of inscription is no longer an option.

Bearing in mind that it was no longer feasible to work with the exclusive option of expanding CdVNP's boundaries, other categories of protected areas are now being considered. An alternative approach chosen by ICMBio intended not only to create conservation units in most of the area that lost legal protection in Sector I of the property, but also to deploy a set of new protected areas of different management categories outside the property, which could eventually constitute a mosaic of conservation units. Among this array of conservation units are Federal areas, State areas and private areas. Therefore, ICMBio is coordinating this effort with SEMARH and private land owners.

The proposal for reestablishing legal protection and expanding the conservation area is to (a) establish a Wildlife Refuge in the watershed of Rio das Pedras, in the northern part of the eastern<sup>5</sup>, currently unprotected portion of Sector I; (b) establish a State Park in the São Bartolomeu watershed, in the southern part of the eastern portion of sector I, which expands the Nova Roma Ecological Station; (c) establish a Natural Monument in the Rio dos Couros watershed, to the South of CdVNP; (d) promote RPPN within the property and in high conservation value areas directly surrounding the property; (e) establish a series of State Parks in other areas of the Goiás Cerrado in good state of conservation, to the south-east of the property. All these efforts together will cover most of Sector I of the property with legal protection, through the existing CdVNP, São Bartolomeu State Park and Rio das Pedras Wildlife refuge. In addition, new conservation units will be formed through Rio dos Couros Natural Monument and additional State Parks to the north and south-west of the property. In total, the new conservation units will be larger than the area that lost legal protection in 2003.

#### *Federal conservation units*

In 2012, ICMBio implemented the process to determine new conservation units within the property and in areas of high conservation value outside of the property. The process covers an area larger than the current boundaries of the property. It is supported by two detailed studies on the biological-geographical setting and the socioeconomic setting, in order to define the areas of high value for conservation and assess feasibility to establish different kinds of conservation units. Given the experience with the 2001 expansion, ICMBio decided to implement this process with much attention to public consultation. Therefore, the process is slower than expected but, according to the reactive monitoring mission, is in good pace and is likely to meet the currently estimated finalization date (late 2013).

ICMBio considered unfeasible to establish a conservation unit for integral protection (Category I or II) in the northern part of the eastern portion of Sector I. These categories require an optimal state of conservation and financial compensation to the current landowners. The monitoring mission observed that indeed, several parts of this area are under continued use for cattle grazing and have a suboptimal conservation status (see Annex VI, Photo 1). Also, apart from the high costs involved with financial compensation of land owners, the land tenure situation is unclear which makes land purchase for conservation a difficult exercise. Therefore, ICMBio now evaluates the establishment of a Wildlife refuge (*Refúgio de Vida*

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<sup>5</sup> The description used in this report for the different parts of Sector I of the property is graphically illustrated in Annex V, Map 2.

*Silvestre*, IUCN Category IV) given the presence of the critically endangered Brazilian Merganser (*Pato mergulhão*; *Mergus octosetaceus*) in the Rio das Pedras, the river crossing the entire eastern part of Sector I. The Brazilian legislation does not require compensation of landowners in case of establishing a Wildlife Refuge and the restriction of human activities is less than in case of a National Park. According to SNUC, a wildlife reserve aims at protecting the natural environment to ensure the conditions for existence and reproduction of specific species of flora and fauna. Land use on private property in a Wildlife Refuge should be compatible with this goal. Given that the target species is strictly aquatic, management indications will likely be restricted to the use of the fluvial system. Existing APP and APA regulations should be enforced to complement the management regime to ensure integrity.

Preliminary results of the biological and geographical survey commissioned by ICMBio to support the process to reestablish legal protection for the property and expand conservation units, determined that two large areas outside the property can be categorized as very high priority for conservation, considering biodiversity (see Annex V, Map 3). These are the Kalungas Quilombo Territory to the North and the Rio dos Couros valley to the South of the property. ICMBio decided to start the establishment of a conservation unit in the Rio dos Couros valley. This valley is more inhabited and receives more tourism than the areas within the property. It has similar constraints for establishing an integral protection area as the Rio das Pedras area. Given the attractive scenery of the waterfalls and rapids of the Rio dos Couros (see Annex VI, Photo 2) ICMBio opted to establish a Natural Monument (Category III). This is another management category that does not oblige the Federal authority to financially compensate the land owners. According to SNUC, the management goal of a Natural Monument is to preserve unique natural areas or areas of great scenic beauty. Land use on private property in a Natural Monument should be compatible with this goal and existing APP and APA regulations should be enforced to complement the management regime to ensure integrity.

At this moment in the process, it is impossible to determine the final size of the two areas, but they are likely to cover several tenths of thousands hectares each. The process of establishment of both areas (Wildlife Refuge Rio das Pedras, Natural Monument Rio dos Couros) is now in the analytical stage according to SNUC regulations. The next stage is the obliged consultation stage. Given that in the current process several informal consultations have been advanced during the analytical stage, it is feasible that the planned thorough formal consultation stage can be finalized within six months. After this, the finalization of the process is merely administrative and a matter of a few months.

A potential third conservation unit could eventually be implemented in the Ríos Macaco and Macaquinho region (the separate portion of the property on the Geral do Paranã mountains, disconnected from the main polygon). The area within the property and the extension west of this area forms a single plateau, which is in a good conservation status, only used for tourism purposes (see Annex VI, Photo 3). ICMBio considered that this area has a good potential to implement a conservation unit, including the area outside the property and establishing the connection with the main polygon. No potential management category has been identified yet.

#### *State conservation units*

Since the early 2000's, the state of Goiás engaged in an ambitious process of increasing the conservation of the Cerrado biome. In 2001, less than 1% of the state was protected, now it is 5%, most of which through the declaration of APA Pouso Alto. A GEF supported project on Cerrado conservation, executed in part by SEMARH, included the goal of 80 000 hectares of



new protected areas. In collaboration with the NGO Funatura, 250 000 were identified as potential new conservation units for integral protection in the northeastern part of the State.

In its first stage, the process to declare new conservation units is focusing on the southern part of the eastern portion of Sector I of the property. This area, drained by the São Bartolomeu river, is in a better general conservation status than the northern part, and the land owners are more collaborative with the creation of conservation units because their main interest is water regulation for the much more economically productive areas in the São Bartolomeu valley south of the property (Annex VI, Photo 4). The first conservation unit created by the Goiás state was the Nova Roma ecological station, and there is an advanced process to create a State Park (IUCN category II) of approx. 60 000 hectares within the property, expanding the Ecological Station. According to the protected area authorities of SEMARH, the establishment of State Parks in this area is an easier process than in the Rio das Pedras region because of lesser human presence and a positive attitude of the land owners. It is planned that the consultation stage takes place in April 2013 after which the State Park will be established before mid 2013. Other state parks are projected to the southeast of the property, in areas where the Cerrado biome is still relatively well conserved. Finally, another state park in concrete planning stage is to the North of the property, bordering on the Tombador RPPN and to be part of the Tombador-Veadeiros Ecological Corridor.

#### *Private conservation units*

Several areas of well conserved Cerrado biome are in hands of private owners willing to collaborate on its conservation. Many of these owners are interested in nature based tourism and recreation business and are motivated by the benefit of a formal conservation designation to merchandize their property. This, in combination with tax exemption forms an incentive for land owners to solicit the declaration of RPPN. ICMBio is particularly motivating owners around the property to declare RPPN and currently four are in the nomination process. RPPN are considered areas of integral protection (IUCN Category II) under Brazilian regulation.

### **Assessment of threats**

#### *Cattle ranching and other agricultural activities*

The Northeastern portion of Goiás State, where Sector I of the property as well as all abovementioned conservation units are located, is characterized by rocky outcrops, steep slopes and deep valleys. Therefore, it has been much less apt for mechanized agriculture than other parts of the Cerrado biome and has not been converted into intensive soy plantations. These intensive soy plantations encroach from the South and some are near the southernmost part of the property, in the municipality of São João d'Aliança (Annex VI, Photo 5). However, it is not likely that soy plantations will encroach further due to geophysical limitations.

Extensive cattle-ranching is the most widespread land use in the region of northeastern Goiás. In some flat areas, land has been cleared and replaced by managed grassland. However, most cattle ranching takes place on natural grasslands with a low stocking density and few management activities like fencing (Annex VI, Photo 1). Nevertheless, the presence of humans and cattle, the associated prescribed fires (see below) and probably hunting and gathering, make extensive cattle ranching the major threat originating from agricultural land use to the property's biodiversity.

There are some other localized agricultural activities outside the property in the area that can be considered the buffer zone. This includes fish ponds (Annex VI, Photo 6), fruit orchards and subsistence agriculture. None of these are widespread or form an imminent threat to the OUV of the property.

### *Fire*

The Cerrado is a biome with a marked dry season and is therefore very sensitive to fires. Fire is considered one of the determinants of the existence of the Cerrado. Natural fire occurrence is related to lightning, which has been noticed in some protected areas, but fire frequency increased with the start of human occupation as long as 8.600 years ago. Indigenous populations used fire for hunting, for agriculture and for war purposes long before the Europeans arrived in South America. However, fire as a management tool in cattle ranching (to provoke regrowth of vegetation) only occurred after the European conquest. This practice is still widespread in Cerrado and accidental fires originating from traffic, tourism and domestic waste add to the large amount of wildfires, forming nowadays the most widespread threat to the vegetation. Every dry season, thousands of hectares of Cerrado are being burned, especially the open natural grasslands (*campo rupestre* and *campo limpio*).

Due to the long history of both natural and man-made fires, the Cerrado biodiversity is to a certain degree adapted to fire. However, due to human intervention the fire frequency is now much higher than the natural frequency and it is likely that several native species will not tolerate this level of fire intensity, that the diversity of the landscape (gallery forests vs open vegetation) will diminish leading to larger homogeneity, and that superficial soil ecology will be affected by the high temperatures during fire. Therefore, frequent fires negatively affect biodiversity and ecological processes (especially those linked to the diversity of habitats).

### *Tourism and other activities*

The entire area of the Cerrado in northeastern Goiás is attractive to tourists. The spectacular landscapes of high plateaus, crystal clear rivers, many dozens of waterfalls and rapids, steep cliffs and the overall presence of quartz crystals and semi precious stones attract every year many thousands of tourists. The vicinity to Brasília and other major urban centers, and its good accessibility, has made the town of Alto Paraíso de Goiás a gateway to the Cerrado region, including the CdVNP. Although much of the tourism in the region is nature oriented, there is some potential threat originating from infrastructure development, uncontrolled access and direct impact on vegetation and wildlife. The largest threat originating from tourism to the OUV of the property is accidental fire originating from campfires.

The region is an important source of main river systems. In fact, the northeastern part of Goiás is drained by several of the countries' main river systems (Tocantins, Paraná and São Francisco) and has potential for hydropower generation. There is a major power plant West of the property (Represa Serra da Mesa; 1784 km<sup>2</sup>, 1275 MW) constructed between 1996 and 1998. Although there are several studies for small hydropower projects, none is projected so far in the APA or the property.

Historically, non-metallic mining has been one of the main human activities in the region, including within the property. In the northeast of Goiás, the activity is now taking place on small scale, in a few sites outside the property. Within the APA, mining is fully restricted.

#### 4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

##### Evaluation of threats

The monitoring mission recognized that the entire Sector I of the property, including the area not legally protected is in a relatively good conservation status. The CdVNP is relatively well managed, and apart from wildfires, no large scale negative human impact was observed. Most of the remainder of Sector I of the property (eastern portion) is difficult to access and has physiographical conditions that do not allow for expansion of agriculture. Also several areas outside the property (notably the Kalunga Quilombo Territory, the Couros river basin and the Rios Macaco-Macaquinho region) have a good conservation status. The main threat to the entire property originates from wildfires but ICMBio and other environmental authorities are making a well coordinated effort to reduce these impacts. The only areas within the property where there is a considerable threat of increasing agricultural activity are the Northern margin of the Western portion of Sector I (North of the CdVNP) and the Northern part of the Eastern portion of Sector I.

##### *Cattle ranching and other agricultural activities*

The presence of cattle could be easily observed by the mission during a number of overflights. There are cattle ranching activities within the property, but these are restricted to certain areas in the Eastern part of Sector I, the portion not protected through conservation units. This is the region where the land owners opposed the expansion of the CdVNP in 2001.

There is some managed grassland in the centre of Sector I, restricted to several tenths of hectares. In the entire Northern part of the unprotected portion of Sector I (pertaining to Teresinha and Cavalcante municipalities) there is presence of semi-intensive (with sown and managed grasslands, Annex VI, Photo 7) and extensive cattle grazing, including some scattered basic infrastructure (sheds, paths; Annex VI, Photo 8). With the exception of the managed grasslands and some areas of concentration of cattle, the extensive ranching system has not resulted in degradation of the land and the typical Cerrado gallery landscape is maintained (Annex VI, Photo 9). According to the land owners, there is a tendency of slightly increasing cattle ranching activities during the last decade after the decree that reduced the CdVNP to its original size. However, there are no signs of increasing intensity in terms of the area affected.

The easternmost part of Sector I of the property (Nova Roma municipality) has very difficult access and although there are some cattle ranching activities, which are even more extensive than in the Northern part, its conservation status is better. The north-easternmost tip of the property almost borders on the Quilombola-Kalunga territory and the relatively well conserved Cerrado landscape within this portion of the property connects to the Quilombo territory (Annex VI, Photos 10 and 11). The central and southern parts of the unprotected eastern portion of Sector I are uninhabited, difficult to access and have practically no signs of cattle ranching. Also the portion of Sector I that forms an individual portion, separated from the rest of the property is well conserved and no cattle ranching takes place (see Annex VI, Photo 3). This portion is separated from the rest of the property by a much more intensively used valley, with a road (Alto Paraiso-Nova Roma), houses, agricultural fields and grasslands (Annex VI, Photo 4).

In the western portion of Sector I (CdVNP) there is no cattle ranching within the park, but extensive and semi intensive animal husbandry takes place close to the border. Bordering the South of the property, along the Alto Paraiso-São Jorge road there are several intensive cattle ranches. Also at its western and northern boundaries, cattle ranching is close to the CdVNP,

and scattered areas are transformed into sown grassland. The Northern fringe of the western portion of Sector I is another area where CdVNP was expanded in 2001 but reduced again in 2003. The original boundary followed the high rim of a plateau (*Chapada*) and the extension aimed at including the slope and adjacent flat area. Since the boundary is now again at the rim of the plateau, the flat area within the Property is now used for semi-intensive cattle ranching, including infrastructure (houses, sheds, paths) and managed grasslands.

### *Fire*

Most of the conservation effort of the environmental authorities is dedicated to fire control and there is an active collaboration between park staff and fire fighters (see Annex VI, photo 12). Only for fire control, CdVNP contracts 35 additional staff during the dry months. Nevertheless, even within the National parks, fires keep occurring: According to ICMBio staff, every year several hundreds of hectares of CdVNP are burned and mayor fires (covering over 10 000 hectares) occur every 3 -5 years. In 2012, which was not considered a year of major fires, a total of 6000 hectares was burned (Annex VI, photos 13). Therefore, it can be deduced that most of the open vegetation within the CdVNP is being burned at least every two to three decades.

Outside CdVNP, fire frequency and intensity is higher. Especially along the major roads (e.g. Alto Paraiso-Cavalcante) and areas occupied by extensive cattle ranching (northern part of the eastern, unprotected portion of Sector I) many recent fire events (< 6 months old) were observed (Annex VI, photo 14). It can be expected that most of the open vegetation within the property is being burned at least every decade.

### *Tourism*

Although tourism is nature and landscape oriented, only a relatively small fraction of tourists actually visits the property: the major sites are just outside it (Vale de Lua, Rio dos Couros). Although the total amount of tourists to Alto Paraiso and the surrounding villages easily sums up to several hundreds of thousands per year, CdVNP only counted 22000 visitors in 2012 (data provided by ICMBio).

Around Alto Paraiso and close to the property, much tourist infrastructure is found. Although they do not always follow the environmental regulations for APP, in general the tourism is nature oriented and of relatively low impact (Annex VI, Photo 15). High impact tourism (resorts with luxury amenities) is not found in the region. The tourists visiting the region generally are conservation-considerate with the exception of some adrenaline seekers (4x4, off road motors). However, these are not allowed in the CdVNP and poor access makes their impact on the rest of the property limited. Visitors to the CdVNP receive good explanation on the potential threats to the vegetation and fauna and generally follow instructions.

### *Lack of legal protection*

The main concern expressed by the World Heritage Committee regarding the conservation status of Sector I of the property is the lack legal protection of a major part of the property. This could potentially result in higher threats to the portion of property in this unprotected area. The monitoring mission observed that this is valid only in a limited part of the property. In the margin of the property north of CdVNP and the northern part of the Eastern portion of Sector I cattle ranching activities have increased, parts of the natural vegetation have been transformed into managed grassland and permanent settlements are installed within the property. Although the areas with semi-intense and increasing human intervention are

localized, this is an obvious result of the lack of legal protection. However, most of the eastern portion of Sector I is in an acceptable conservation status, in spite of not being legally protected. This in part might have been thanks to a good collaboration effort between different local environmental authorities, implementation of part of the APA regulations, but the main reason is the lack of access and the physiographical restraints for intensive agriculture. The same situation (good conservation status due to low accessibility and physiographical conditions limiting agricultural use) applies to other Cerrado areas outside the property (Rio dos Couros, Kalunga Quilombo Territory, western part of Río Macaco and Macaquinho region).

### **Outstanding Universal Value**

While analyzing the status of conservation of the property, the mission did not find concrete indications of ascertained danger to the OUV. Although there still is some agricultural activity and cattle ranching within the property, including associated infrastructure like housing, fencing and paths, it is unlikely that these activities will have large scale impacts on the ecological processes and biodiversity and most of the property and large areas outside the property are in an acceptable state of conservation.

The mission recognizes that the current fire frequency is higher than the natural rhythm of wildfires and forms a threat to the biodiversity. This threat is a common feature in the entire Cerrado biome, within and outside protected areas. However, given the fact that Cerrado biodiversity has evolved in the presence of fire, many species tolerate fire events. Without doubt, human induced fires have influenced the current composition of the landscape and biodiversity but it has not drastically reduced the unique value of the biodiversity. It should also be considered that fires were frequent before the property was inscribed as a WH site and the different conservation designations (WH site, National Park, APA, APP, etc) have triggered more efforts of Federal and local authorities to effectively reduce fire frequency.

A large portion of Sector I of the property does not profit from legal protection and therefore, effective management cannot be ensured, which forms a potential threat to the OUV. The monitoring mission considers that the lack of appropriate legal protection has resulted in localized encroachment of cattle raising activities within the property and has been the reason that there is apparently a higher fire frequency in the unprotected portion of the property. On the other hand, several legal conservation regimes apply to most of the property, including APA, corridors and APP. Although these legal figures do not provide for integral protection and therefore are not effective enough to guarantee conservation of the OUV, they do contribute in a positive way. In addition, the actual serious process of developing new protected areas by Federal and State authorities reduces the potential danger.

## **5. CONCLUSIONS AND RECOMMENDATIONS**

The potential danger (according to paragraph 180 (b) of the the Operational Guidelines for the implementation of the World Heritage Convention) originating from the lack of legal protection of the major part of Sector I of the property is still present: with the exception of a newly established State conservation unit (Nova Roma Ecological Station) and some private reserves, no new conservation units were established and existing management regimes for the area do not guarantee the integral conservation of the Outstanding Universal Value (OUV). However, the mission recognizes good efforts from the State Party to mitigate the potential danger and re-establish legal protection of the property.

The mission concludes that there is no ascertained danger to the OUV according to paragraph 180 (a) of the Operational Guidelines. The CdVNP is in good conservation status, and management effectiveness has significantly increased during the last decade. Also, most of sector I of the property that is not under legal protection has a good status of conservation, with the exception of the northern margin of the property in the western portion (bordering CdVNP) and the northern part of the (unprotected) eastern portion. In these parts of the unprotected part of the property (totaling less than 15% of Sector I, as estimated by the State Party representative who accompanied the mission) notable human intervention related to cattle ranching was observed. The rest of the unprotected portion of the property has no permanent human intervention, mostly due to difficult access and physiographical constraints for agricultural development (steep slopes, rocky soils, etc). The main threat affecting biodiversity and ecological processes in the entire area (including the National Park) is fire. This is a natural phenomenon of Cerrado but has an increased frequency due to human activities. It certainly has had a negative influence on the OUV but since Cerrado biodiversity has evolved in the presence of fire, it tolerates a certain degree of fire-related disturbance. Also, the mission recognizes that environmental authorities and local fire fighters are paying due attention to this threat, not only within but also outside the protected areas, and that WH designation contributed to this increased control.

Outside the property, there are several areas with a conservation situation that is similar to the unprotected portion of the property. These large areas (> 20 000 hectares) are found particularly in the Río dos Couros valley, Kalunga Quilombo Territory and the western part of Río Macaco and Macaquinho region. The mission concludes that establishing a functional biological connection between these areas widens the area of interconnected Cerrado biome in good conservation status and supports conservation of the OUV.

In 2011, the SP aimed at re-establishing the National Park status for all the affected lands. However, in 2012 it became clear that due to ongoing human intervention in some parts of the property and continued resistance of a small portion of land owners, a full reestablishment of the protected status of the entire property is not realistic. The mission, after inspecting the property and speaking to several land owners, concludes that this was a valid consideration.

In 2012, the SP decided on an alternative approach. In collaboration with State government and private owners, the Chico Mendes Institute for Biodiversity Conservation (ICMbio) is establishing a mosaic of conservation units of different management regimes, within and outside the property. The mission concludes that this is a feasible strategy and during interviews with representatives from multiple stakeholders, a positive general atmosphere of collaboration was observed (including most land owners within the property that opposed CdVNP expansion in 2001). The process of establishment of conservation units is a complex process and, given the negative experience from the past, the SP wishes to do this carefully. The public consultation stage can take several months, but the current estimate of ICMbio to present the new conservation units in the second half of 2013 seems feasible. Nevertheless, the management regimes currently planned by the SP for new conservation units are not sufficient to guarantee integral protection of OUV of the property, because they focus on single species (Wildlife Refuge, IUCN category IV) and scenic beauty (Natural Monument, IUCN category III) but not on the protection of integrity of the ecosystem and biodiversity. Additional management regulation will be required to ensure that future management plans limits human activity (allowed on private property within these categories) that threatens integrity of the OUV.

In parallel to the efforts of the Federal government, the State of Goiás has established a 8500 hectares integral protection area and is in the final stages of establishing another 60 000

hectares of State Park within the property. The monitoring mission concludes that this process is likely to be finished before mid 2013, because the areas where the State works have less human presence and no history of conflict. Also, the proposed management regime (IUCN category II) does guarantee sufficient protection of the OUV.

Other new conservation units (Private Natural Heritage Reserves; RPPN) are established by private land owners within and outside the property and ICMBio is working with several other private land owners to establish additional ones. After inspecting RPPN and interviewing land owners and ICMBio staff, the mission concludes that RPPN are an effective tool to promote integral protection of key areas within the property and in the buffer zone as well as to involve land owners directly in the overall protection of the property.

Although legal protection is still not established and hence the potential danger is valid, given the advanced process in combination with the generally good state of conservation of the property (and other Cerrado areas in this part of the State), the mission does not recommend inclusion of the property on the List of World Heritage in Danger. However, the mission does recognize once the proposed mosaic of conservation units is in place, the boundaries of the WH property have to be redefined. The mission concludes that this implies a significant modification to the boundaries of the property, which will require a re-nomination, according to paragraph 165 of the Operational Guidelines. The mission emphasizes that the process of putting in place effective protection and management will take time and therefore recommends that the State Party is given until the end of 2013 to achieve establishment of legal protection and to 1 February 2015 to propose re-nomination of the property.

### **Recommendations**

1. Ensure establishment of new conservation units at Federal level within and outside the property before the end of 2013 as proposed by the State Party, taking into consideration the following criteria:
  - a. the need to ensure optimal public consultation with all affected land owners, and promote and support the establishment of Private Natural Heritage Reserves;
  - b. the application of management regimes that ensure the best possible protection of biodiversity and ecological processes, and ensure full collaboration in management between Federal and State agencies, as well as private owners. In case the proposed management regimes do not guarantee integral protection of OUV, additional regulations will have to be put in place;
  - c. consider extending the property to include the areas within and outside the property with best status of conservation, prioritizing the area of Rio das Pedras (within the property), São Bartolomeu, the area of Rio dos Couros (south of the property) and the area of Ríos Macaco and Macaquinho (within and outside the property);
2. The mosaic of existing and new conservation units should ensure as much as possible the ecological and biological connection between different areas of the Cerrado landscape in good status of conservation, including the Kalunga Quilombo Territory;
3. Once new Federal, State and private conservation units are established, propose re-nomination of the property with new boundaries of Sector I, which should at least include the existing CdVNP, the future São Bartolomeu State Park, Nova Roma ecological station, established RPPN, the expanded Rios Macaco and Macaquinho, and

the Rio dos Couros region. In total, the area of Sector I should be at least of comparable size to the currently inscribed area.

4. In case the State Party has not been able to maintain its progress on re-establishing legal protection of the property and the implementation of the mission recommendations, invite a reactive monitoring mission prior to the Committee's 39<sup>th</sup> session in 2015 to evaluate potential danger as per paragraph 180 b) of the *Operational Guidelines*, and re-assess the possible inscription of the property on the List of World Heritage in Danger.



## ANNEXES

### Annex I – Decision 35COM 7B.29 . Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks (Brazil) (N 1032)

The World Heritage Committee,

1. Having examined Document WHC-12/36.COM/7B.Add,
2. Recalling Decision **35 COM 7B.28**, adopted at its 35th session (UNESCO, 2011);
3. Notes with concern that the majority of the Chapada dos Veadeiros component of this serial property continues to no longer benefit from National Park status, and that its integrity is no longer guaranteed;
4. Also recalling the State Party's earlier commitment to resolve this situation by March 2012;
5. Also notes that the State Party has committed to presenting the final project for the re-establishment of sufficient protection status for the property, or an equivalent configuration of what is currently recognized as the property under the World Heritage *Convention*, to the Minister of Environment by June 2013;
6. Considers that any new configuration of property boundaries and/or conservation status proposed by the State Party will likely require a re-nomination, and recommends the State Party to consult closely with IUCN in this regard;
7. Requests the State Party to invite a reactive monitoring mission undertaken by IUCN to assess issues related to the legal status of the property, and to provide further advice to the State Party as required;
8. Urges the State Party to resolve, in close consultation with the World Heritage Centre and IUCN, the integrity issues resulting from the loss of protection status without further delay;
9. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2013**, a report on the state of conservation of the property, including a report on the state of advancement on the re-establishment of its conditions of integrity, for examination by the World Heritage Committee at its 37th session in 2013.

## Annex II – Terms of Reference

### IUCN Reactive Monitoring Mission

#### Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks - Brazil

4-9 March 2013

At its 36th session, the World Heritage Committee requested the State Party of Brazil to invite a reactive monitoring mission to Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks World Heritage Site, to be conducted by IUCN (Decision **36 COM 7B.30**). The objective of the monitoring mission is to assess issues related to the legal status of the property, and to provide further advice to the State Party as required. The mission will be led by Robert Hofstede, representing IUCN.

In particular, the mission should address the following key issues:

1. Assess whether the areas proposed by the State Party to compensate for the loss of legal protection of a large part of the Chapada dos Veadeiros National Park (CdVNP) align with the requirements of the *Convention* in terms of the adequacy of their protection regime and hence their potential to ensure the integrity of the property;
2. Provide further advice to the State Party as required, mindful that the result of the State Party's efforts to compensate for the area lost by the cancellation of the Federal Decree for the expansion of CdVNP in 2003 will need to be evaluated as a re-nomination;
3. In line with paragraph 173 of the *Operational Guidelines*, assess any other relevant conservation issues that may negatively impact on the Outstanding Universal Value of the property, including the conditions of integrity and protection and management;
4. Based on the above assessments, and noting that the property is under potential danger as per paragraph 180 b) i) of the *Operational Guidelines*, the mission will **make a recommendation regarding the possible inscription of the property on the List of World Heritage in Danger**.

The mission should be assisted to conduct the necessary field visits to key locations, including the area lost by the cancellation of the Federal Decree for the expansion of CdVNP, and key areas proposed for inclusion in the property to compensate for this loss. In order to enable preparation for the mission, it would be appreciated if the following items could be provided to the World Heritage Centre (copied to IUCN) as soon as possible, and preferably no later than 31 October:

- a) Maps detailing the areas proposed for inclusion in the property;

- b) The most recent management plans and management effectiveness evaluations of all components of the property, including the areas proposed for inclusion in the property;
- c) Information on the legal regime and level of biodiversity protection that the proposed areas provide;
- d) A draft or progress report on the state of advancement on the re-establishment of the property's conditions of integrity;
- e) Results of the air survey that was scheduled to take place in June 2012.

The mission should also hold consultations with the Brazilian authorities at national, provincial and municipal levels. In addition, the mission should hold consultation with a range of relevant stakeholders, including i) researchers; ii) NGOs; iii) representatives of local communities; and iv) representatives of the Chico Mendes Institute for Biodiversity Conservation.

Based on the results of the above-mentioned assessments and discussions with the State Party representatives and stakeholders, the mission will develop recommendations to the Government of Brazil and the World Heritage Committee to conserve the Outstanding Universal Value of the property and improve its conservation and management. It should be noted that recommendations are made within the mission report (see below), and not while the mission is still on-going.

The mission will prepare a concise mission report on the findings and recommendations of this reactive monitoring mission by mid-April 2013, following the standard format.

### Annex III – Mission itinerary and program.

Date	Meetings & Other Activities	Institutions presence (full list of persons:Annex IV)
Monday 4 March	<i>ICMBio offices, Brasilia</i> Meeting with ICMBio staff. Presentations on process to establish Federal conservation units by ICMBio staff	ICMBio, consultant
Tuesday 5 March	<i>ICMBio offices, Brasilia.</i> Meeting with SEMARH staff, State of Goiás. Presentation on management and establishment of state conservation units	SEMARH, State of Goiás
	<i>Ministry of Environment offices, Brasilia</i> Formal briefing of the Mission to governmental authorities, UNESCO and IUCN	ICMBio, MMA, UNESCO, IUCN
	<i>Supreme Court offices, Brasilia</i> Meeting with Min. Antonio Herman	ICMBio, Min Antonio Herman Benjamin
Wednesday 6 March	Travel to Alto Paraiso de Goiás  <i>Prefeitura, Alto Paraíso de Goiás.</i> Meeting with Mayor and staff of prefeitura	Representative of Alto Paraiso municipality, ICMBio
	<i>National Park headquarters</i> Presentation by CdVNP staff on NP management and field visit to surroundings São Jorge.	ICMBio
Thursday 7 March	Aerial inspection of the property  <i>OCA offices, Alto Paraíso</i> Meeting with RPPN land owner and member of APA council member	ICMBio  OCA Institute staff, ICMBio
Friday 8 March	Aerial inspection of Río Couros area and Northern fringe of property  <i>Cavalcante</i> Meeting with land owners	ICMBio  Asociacao Cidadania Transparencia y Participacao, ICMBio
	Field visit to portion around the Alto Paraíso - Cavalcante road	ICMBio
Saturday 9 March	Aerial inspection of Kalunga Quilombo Territory  Return to Brasilia End of the Mission	ICMBio

#### Annex IV– List of people attending the various meeting during mission

Name	Position	Department	Institute	email
<i>Federal governmental agencies</i>				
Roberto Brandão Cavalcanti	Secretário	Secretaria de Biodiversidade e Florestas	MMA	roberto.cavalcanti@mma.gov.br
Nadinni Oliveira de M. Sousa	Analista Ambiental	Departamento de Áreas Protegidas	MMA	nadinni.sousa@mma.gov.br
Roberto Ricardo Vizentin	Presidente		ICMBio	roberto.vizentin@icmbio.gov.br
Bernadro Issa de Souza	Assesor Técnico (WH focal point)	Diretoria de Criação e Manejo de Unidades de Conservação	ICMBio	bernardo.souza@icmbio.gov.br
Marcelo Cavallini	Coordenador	Coordenação de Criação de Unidades de Conservação	ICMBio	marcelo.cavallini@icmbio.gov.br
Roberto Zanin	Analista Ambiental	Coordenação de Criação de Unidades de Conservação	ICMBio	roberto.zanin@icmbio.gov.br
Maria Carolina Alves de Camargos	Bióloga	Coordenação de Criação de Unidades de Conservação	ICMBio	maria.carolina.camargos@icmbio.gov.br
Carla Cristina de Castro Guitanele	Chefe	Parque Nacional Chapada dos Veadeiros	ICMBio	carla.guitanele@icmbio.gov.br
Roberto Bruno Fabiano	Consultant	Estudo socioeconômico y fundiário processo criariação de Unidades de Conservação na região da Chapada dos Veadeiros	ICMBio	rbfabiano@yahoo.com.br
<i>State Governmental Agency</i>				
Gilvânia Maria da Silva	Gerente de Áreas Protegidas		SEMARH	gilvaniamaria@yahoo.com.br
Roberto Gonçalves Freire	Assesoría Especial do Secretário		SEMARH	freirergf@gmail.com
José Leopoldo de Castro Ribeiro	Superintendente de Unidades de Conservação		SEMARH	jleopoldoribeiro@semarh.goias.gov.br
<i>Municipal government</i>				
Álan Gonçalves Barbosa	Prefeito		Prefeitura de Alto Paraíso de Goiás	prefeitoaparaiso@gmail.com
Jair P. Barbosa	Chefe de Gabinete		Prefeitura de Alto Paraíso de Goiás	jairbarbosa@gmail.com

Marlon Rogério Bandeira	Secretário de Agricultura e Meio Ambiente	Prefeitura de Alto Paraíso de Goiás	sama@altoparaiso.go.gov.br
Fatima Vilela	Gerente de Meio Ambiente	Prefeitura de Alto Paraíso de Goiás	sama@altoparaiso.go.gov.br

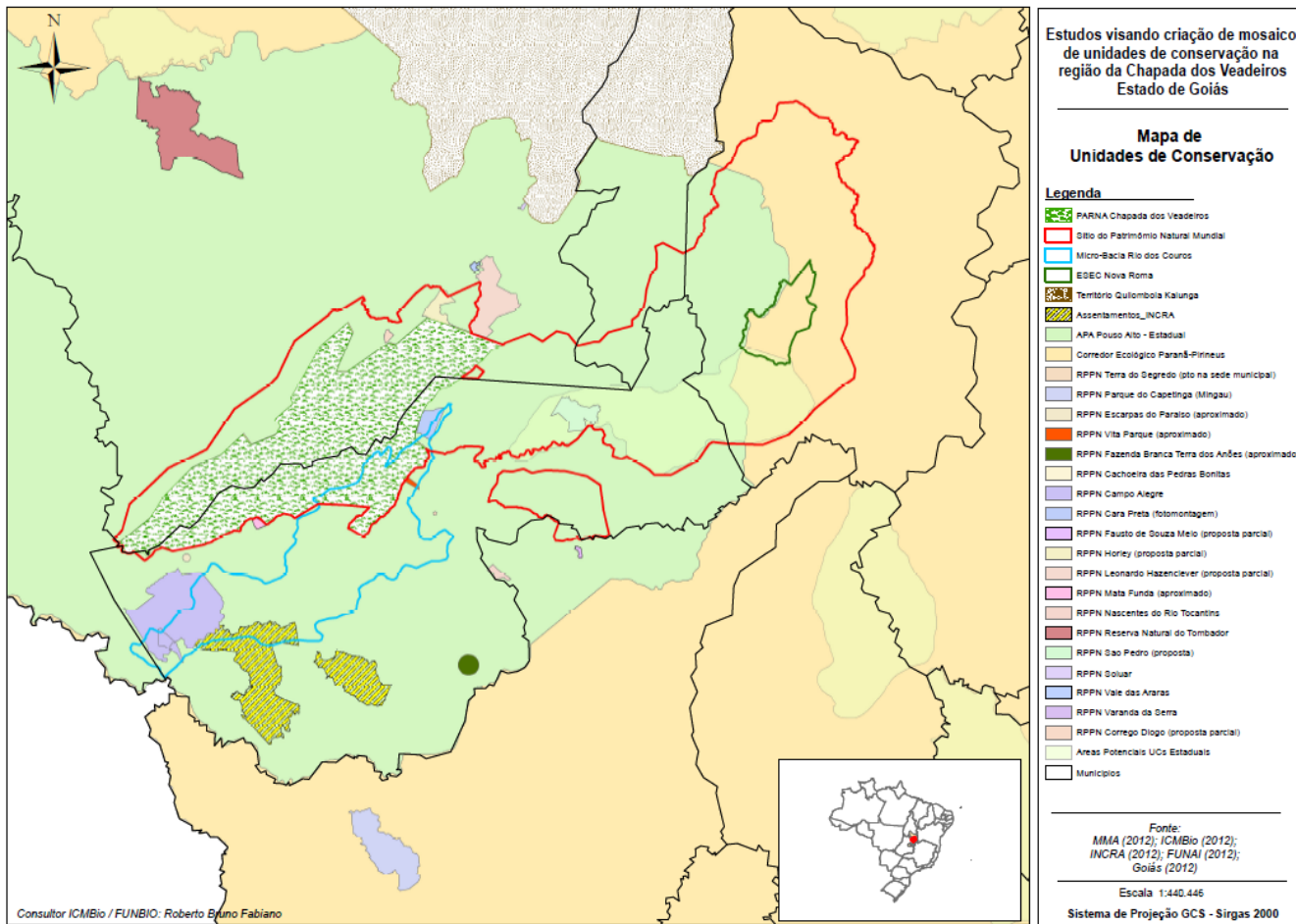
*Land owners - local organizations*

Paulo Klinkert Maluhy	Diretor Owner of RPPN Cara Preta and Nascentes do Rio Tocantins	OCA Brasil	pmaluhy@ocabrasil.org
Andreza Girardi	Assessora da Diretoria	OCA Brasil	andreza@ocabrasil.org
Horley Teixeira Luzardo	Presidente Owner of four candidate RPPN	Associação Cidadania, Transparência y Participação	fazrenacer@terra.com.br
Vilmar	Local Land owner	Associação Cidadania, Transparência y Participação	

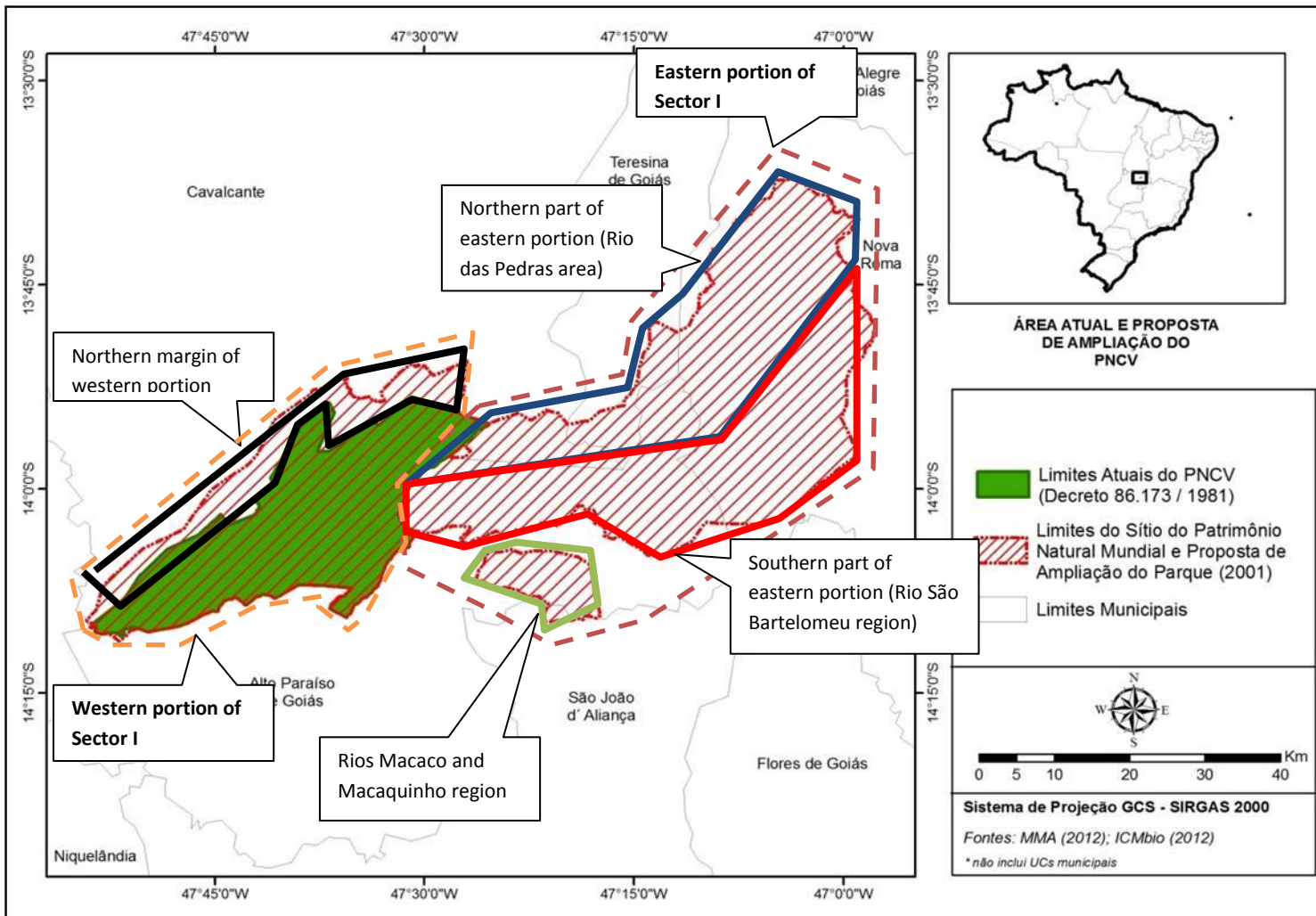
*International organizations*

Celso Salatino Schenkel	Coordenador de Ciências Naturais	UNESCO	c.schenkel@unesco.org.br
Luiz F. Krieger Merico	Coordenador Nacional/ Leader	IUCN Brasil	Luiz.MERICO@iucn.org
Cláudio Maretti	Member 2004-2012 Living Amazon Network Initiative IUCN Council	WWF	claudio@wwf.org.br
Antonio Herman Benjamin	Ministro Chair World Commission on Environmental Law	IUCN Superior Tribunal de Justiça IUCN	secretaria.hb@stj.jus.br

Annex V– Maps



Map 1. Overview of actual and projected conservation units in the area of influence of the Sector I of the property (map provided by ICMBio)



Map 2. Description used in this report for the different parts of Sector I of the property



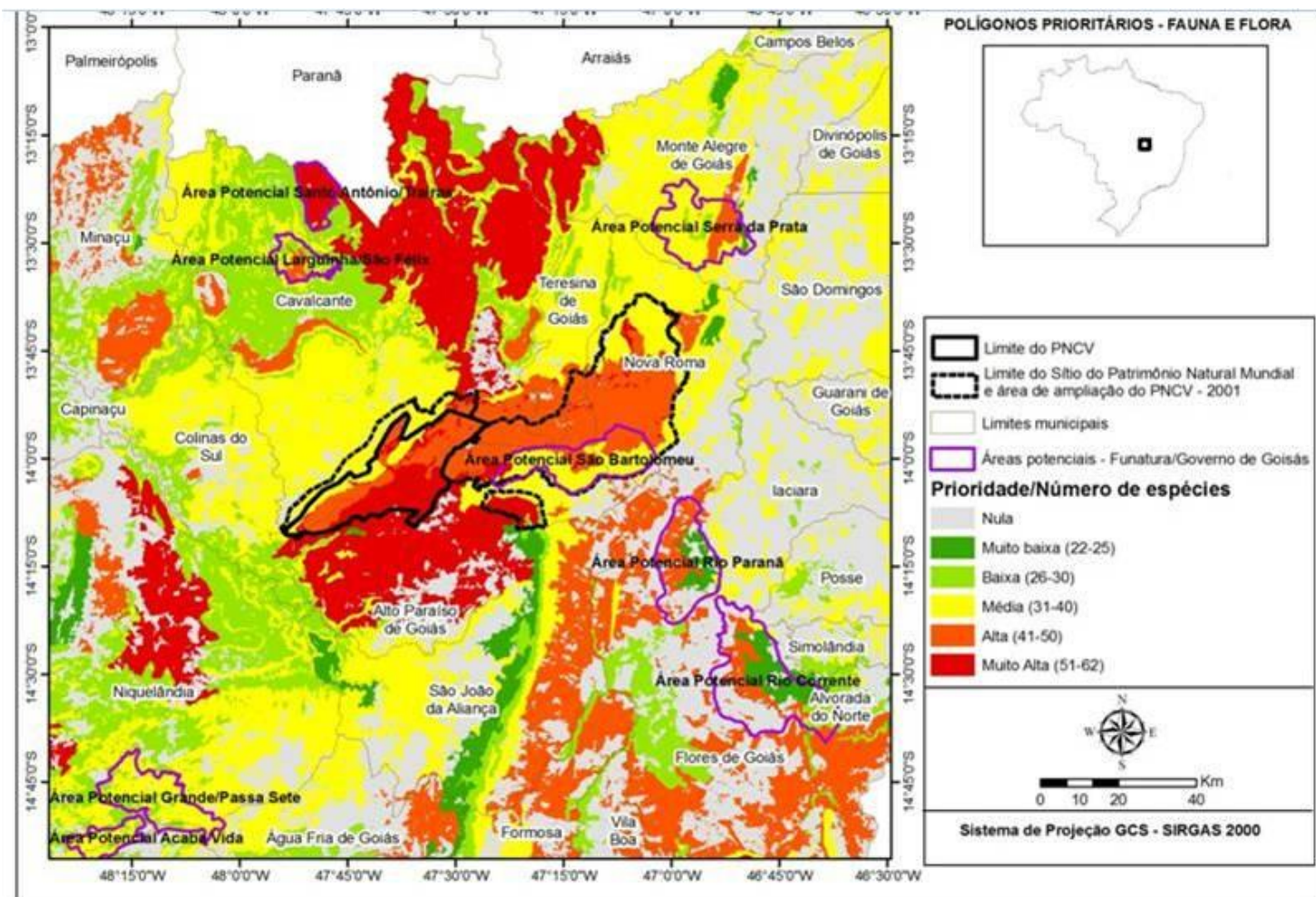


Figura 39. Mapa de polígonos prioritários para conservação considerando fauna e flora, segundo características de uso do habitat para a escala regional. Destaque para as regiões avaliadas pelo Governo de Goiás/Funatura (em roxo) como áreas potenciais para conversão em Unidades de Conservação de Proteção Integral Estaduais. |

Map 3. Map of preliminary conservation priorities based on flora and fauna assessments in the north-eastern region of Goiás (map provided by ICMBio)

Annex VI – Photographs <sup>6</sup>



Photo 1. Impact of extensive cattle grazing in Eastern portion of Sector I of property. Note concentration of cattle trails and dirt road.



Photo 2. Rapids in Rio dos Couros.

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<sup>6 6</sup> All photographs © Robert Hofstede



Photo 3. Plateau of Rios Macaco and Macaquinho region (separate portion of property)



Photo 4: São Bartelomeu valley, south of the main polygon of the property



Photo 5. Intensive agriculture (Soy, Cattle), less than 5 km south of the property (São João d'Aliança municipality)



Photo 6. Fish ponds, in the buffer zone of the property (less than 1 km North), Cavalcante municipality.



Photo 7. Semi-intensive agriculture within the property (margin to the north of CdVNP)

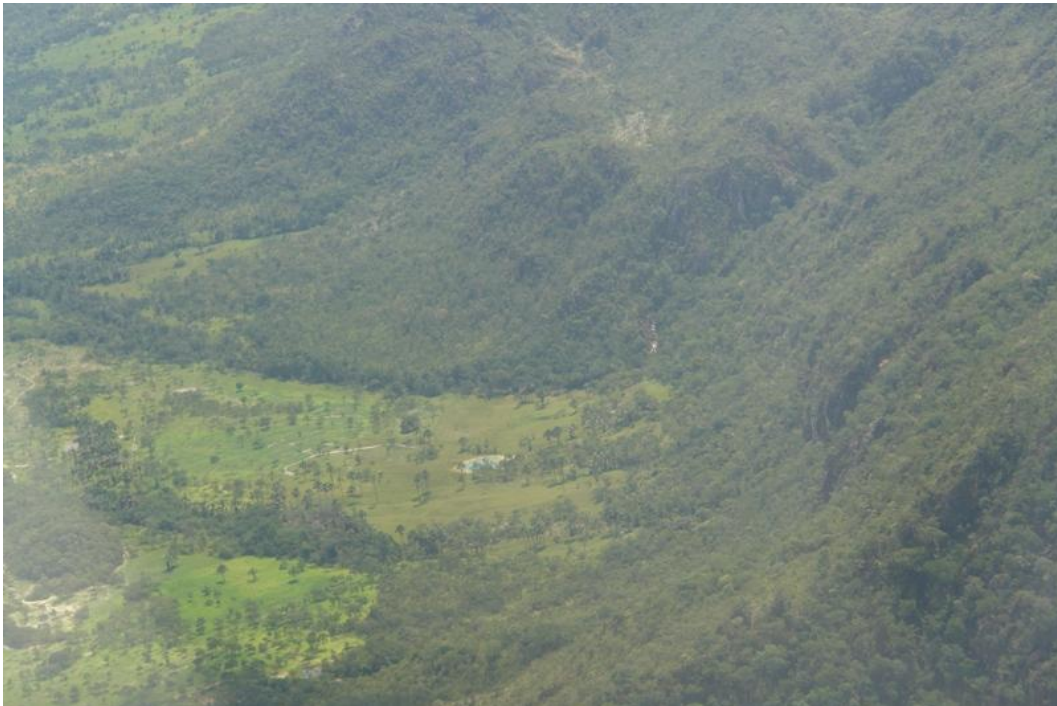


Photo 8. Extensive agriculture within the property (margin to the north of CdVNP)

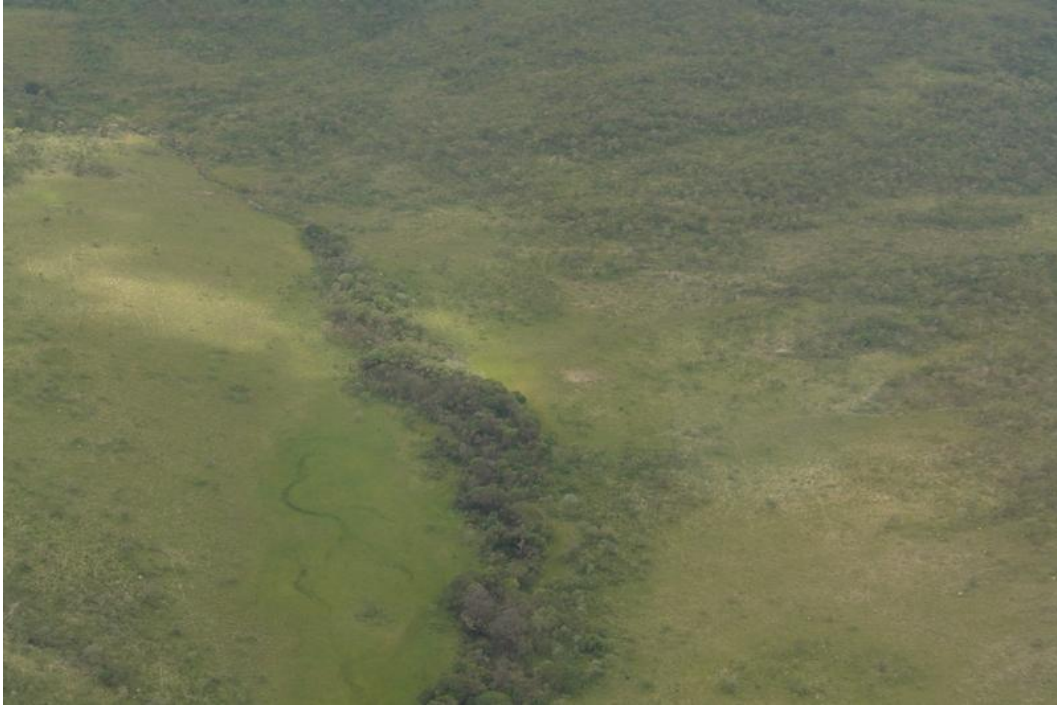


Photo 9. General impression of eastern portion of Sector I of property. Indications of extensive cattle ranching is present but typical Cerrado gallery vegetation remains.



Photo 10. Overview of Kalunga Quilombo Territory



Photo 11. Traditional farmhouse within Kalunga Quilombo territory



Photo 12. Training of a team of military fire fighters by CdVNP staff at Park headquarters



Photo 13. Indication (bright green area) of sub-recent fire (October 2012) within CdVNP.



Photo 14. Recently burned Cerrado area (approx. 2 weeks). Cavalcante municipality





Photo 15. Tourism infrastructure (too) close to Rio dos Couros valley (south of property)



Photo 16. Meeting with local land owners and ICMBio staff, Cavalcante municipality.