

Mission report

# Advisory mission to Cerrado Protected Areas World Heritage Property (Chapada Dos Veadeiros component) (Brazil)

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# Preface

This report contains the results of an advisory mission invited by the Brazil State Party within the framework of the implementation of Decision 39 COM 7B.27 adopted by the World Heritage Committee at its 39th session (Bonn, 2015, see Annex) for the Cerrado Protected Areas : Chapada dos Veadeiros and Emas National Parks World Heritage property.



# Acknowledgements

The mission would like to acknowledge the Government of Brazil for facilitating the advisory mission, enabling the visit of various parts of the Chapada dos Veadeiros and meetings with local stakeholders that were conducted throughout four days.

Further thanks goes to ICMBio and MMA staff, especially Ms. Carla Guaitanele and Mr. Fernando Tatagiba, for their support to logistical aspects, and the preparation of comprehensive background information and mapping, as well as supplementary information.

The mission would also like to thank the representatives of the Ministry of Environment, including Ms. Ana Cristina Barros, the Ministry of Foreign Affairs and the Government of Goias, for the information received during open and constructive dialogue.

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# Abbreviations and acronyms

BFC	Brazilian Forest Code
CAR	Cadastro Ambiental Rural (Rural Environmental Registry)
CBD	UN' s Convention on Biological Diversity
CCIR	Certificado de Cadastro de Imóvel Rural
CdVNP	Chapada dos Veadeiros National Park
CONAMA	National Environmental Council
ENP	Emas National Park
EPA	Environmental Protection Area
GO	Brazilian State of Goiás
IBAMA	National Environmental Institute, linked to the MMA
ICMBio	Chico Mendes Institute for Biodiversity Conservation
INCRA	Instituto Nacional de Colonização e Reforma Agrária
IUCN	International Union for Conservation of Nature
LR	Legal Reserve (as defined by Federal Law Nº. 4.771, 07/15/1965)
MMA	Brazilian Ministry of Environment
OG	Operational Guidelines
PNAP	National Protected Areas Plan
RAPPAM	Rapid Assessment and Prioritization of Protected Area Management
RPPN	Private Natural Heritage Reserve
SCI	Sustainable Cerrado Initiative
SNUC	National Protected Areas System
TFCA	Committee of the Tropical Forest Conservation Act
WWF	World Wide Fund



Cerrado ecoregion | Jonathan

## Background to the mission

### Inscription history

The Cerrado Protected Areas is a serial property composed by Chapada dos Veadeiros national park (sector I) and Emas National Park (sector II) with an extension of 367 357 ha. Located in the Brazilian highland central plateau, both national parks are in the nuclear area of the Cerrado Ecoregion, considered as the richest tropical savanna region in the world due to diversity of habitats and richness in species. It is the second largest major biome of South America after Amazonia, and it covers one fourth of Brazil's land area and small parts of Bolivia and Paraguay. Also important for regional water security, the area includes headwaters of three of South America's major river basin.



Terpsichores (2012)

The current extension of the property is 367357 ha but at the time of the first IUCN evaluation in May 2001, the proposed property covered an area of 65 515 ha corresponding to the 1991 boundaries of the CdVNP. At the same time, Pouso Alto EPA was established as a buffer zone for CdVNP, being « a continuation of the existing Cerrado ecosystem protected by the CdVNP » and including all important areas.

In its evaluation report to the June Bureau session, IUCN noted the «difficulty in maintaining biodiversity in such a limited area» and recommended to explore the possibility of nominating other relevant sites to enhance representation of the Cerrado ecoregion. Based on this recommendation, the Bureau decided to refer the nomination to let Brazil prepare a revised nomination.

In August 2001, the State Party submitted a revised serial nomination including Emas national park, area of importance feeding and breeding areas of large predators, particularly *Panthera onca*, *Felis concolor* and *Leopardus pardalis*. After the second field visit in August 2001, IUCN advised the State Party to add a large buffer zone to contribute to the integrity of the nominated area. In reaction to the Committee's concern about the insufficient size of the nominated area, in September 2001, a Federal Decree expanded the size of CdVNP to 235 970 ha, thus making it the largest national park in the Cerrado ecoregion and the main component of the property.

Considering that these changes met the condition of integrity and in line with the positive recommendations from IUCN, the Committee inscribed «Cerrado Protected Areas : Chapada dos Veadeiros and Emas national parks» at its twenty-fifth session in Helsinki (11-16 December 2001).

Table 1. Components of the property (source : nomination file, 2001)

Component	Location	Size
Chapada dos Veadeiros National Park	Central Brazil Plateau, NE Goias State	235 970 ha
Emas National Park	Central Brazil Plateau, NE Goias State	131 386 ha

## Inscription criteria and World Heritage values

The Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks has been nominated under all four natural criteria but inscribed on the World Heritage List only under the biodiversity criterion (ix) and (x), as described in the decision **25 COM X.A.** :

*Criterion (ix): to be outstanding examples representing significant on-going ecological and biological processes in the evolution and development of 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.

*Criterion (x): to contain the most important and significant natural 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 characterize 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.



## Integrity issues raised in the IUCN evaluation report at time of inscription

IUCN noted in its evaluation report that the CdVNP was well protected from pressures from agricultural expansion due to its poor soils and a complex terrain that makes any access difficult. At time of inscription, main threats affecting integrity – fires, mining, flower collecting, hunting and uncontrolled tourism – had been significantly reduced, but increasing level of visitation raised some concerns. With the expansion of the CdVNP and the creation of the Pouso Alto EPA, boundaries were considered sufficient to ensure adequate protection of key species. To help to overcome the relative isolation of Emas National Park, IUCN evaluation recommended to develop and to implement the Cerrado-Pantanal biological corridor.

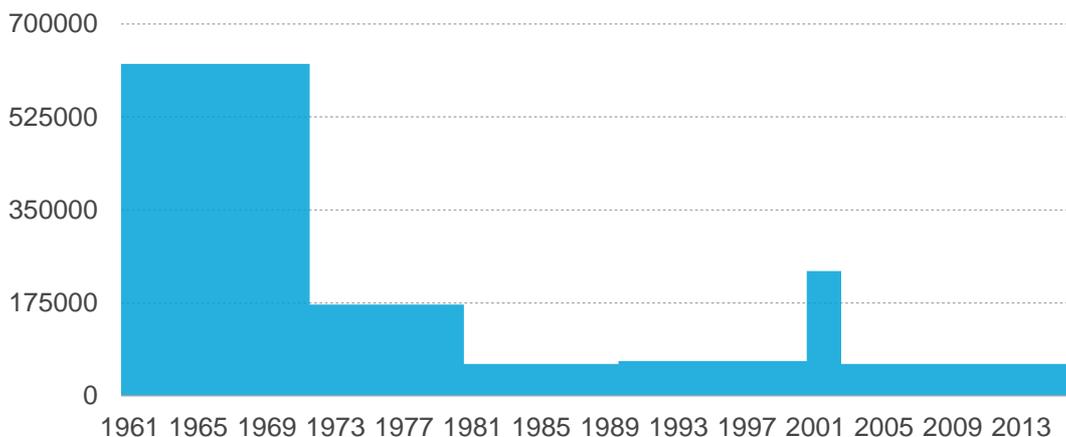
## Examination of the State of Conservation by the World Heritage Committee and its Bureau

The property has been the subject of four state of conservation reports (2011, 2012, 2013, 2015), mainly because of loss of the protection status caused by the significant reduction of Chapada dos Veadeiros national park boundaries.

*Table 2. Consideration of the state of conservation of the property by the World Heritage Committee since 2011 (source : UNESCO)*

Date	Decision or other relevant documents	Issues discussed in the report
2011	35COM7B.28	Lack of legal protection of most of the CdVNP's area (reduction of 72%)
2012	36COM7B.30	Insufficient legal framework and protection in place
2013	37COM7B.29	Fire (wildfires), Legal framework, Livestock farming / grazing of domesticated animals, Management systems/ management plan
2015	39COM7B.27	Legal framework, Management systems/ management plan

Since its creation in 1961, Chapada dos Veadeiros National Park suffered major boundaries changes, which led to a decrease of the original area by 10 times. Established in 1961 as the Tocantins National Park with an extension of 625 000 ha, it was reduced to 171 924 ha in 1972 and then to 60 000 ha in 1981. This continuous revision of park boundaries was mainly justified by the degradation of many areas, converted into pastures for extensive cattle grazing.



*Figure 1. Evolution of the Chapada dos Veadeiros National Park area since its creation*

Following an IUCN recommendation to enhance the protection of the area proposed as one of the components of the property, the State Party published a Federal Decree on September 27th 2001 to expand the CdVNP to 235 970 ha. But after the inscription of CdVNP on the World Heritage List, some rightholders questioned the legality of this Decree arguing that it had not attended the Law 9985/00 which requires previous technical studies and prior consultation with the affected population – estimated to 600 families – for any boundary expansion of a conservation unit. In 2003, a legal review of the procedure confirmed flaws in the process and the Decree has been abrogated by the Supreme Court. As a consequence, the CdVNP area returned to its former size of 65 515 ha, corresponding to a 72% reduction.



The Government of Brazil has been trying to re-establish the legal framework to ensure an effective protection of the Chapada component part of the World Heritage property as it was inscribed on the World Heritage List, but this process has been slower than expected due to institutional changes, in particular the creation of IMCbio in 2007, which became the management authority for all federal protected areas in Brazil. In 2010, the World Heritage Center suggested to the State Party to provide additional information on the 72% reduction in size of the CdVNP. In January 2011, ICMBio restarted the legal procedure for a new decree for CdVNP, that should have been finalized by March 2012.

However, in 2012, the State Party cautioned that a strict return to the original national park boundaries at the time of inscription was no longer an option due to the resistance of a group of landowners and unclear land tenure situation. As an alternative, it proposed a multi-faceted approach assembling a mosaic of new conservation units with different management categories and degrees of protection status, in most of the area that lost legal protection in the Chapada component of the property, excluding areas that no longer had integrity and

establishing new protected areas outside the property. Taking note of this commitment, the World Heritage Committee considered that the new proposal should require a re-nomination as per Paragraph 165 of the Operational Guidelines and requested a reactive monitoring mission to assess the issues related to the legal status of the property.

The IUCN reactive monitoring mission, which took place from 4 to 9 March 2013, noted that in the area of the property that lost the national park status, extensive cattle ranching have increased during the last decade, and confirmed that a re-establishment of the national park on the entire property was not feasible. It concluded that the mosaic approach of conservation units was a valid strategy to ensure the best possible protection of biodiversity, and required additional management regulations of anthropogenic threats mostly in private properties. In its decision **37.COM 7B.29**, the World Heritage Committee requested to implement these recommendations by the end of 2013, including a proposal for significant boundary modification, otherwise the property would be considered for inscription on the List of World Heritage in Danger.

In its state of conservation report submitted on 4 February 2015, the State Party informed that studies on socioeconomic issues, land structure and natural environment had been commissioned and concluded in November 2014, to enable the restoration of the legal protection and extension of the current CdVNP. Additional information provided on 3 April 2015 stated that a proposal for the expansion of the CdVNP was expected to be finalized and presented for public hearings by May 2015. Recognizing these actions while noting the lack of significant progress to restore the legal protection regime over 72% of the Chapada dos Veadeiros component, the World Heritage Committee in its Decision **39 COM 7B.27** (2015) urged the State Party to resolve land tenure issues to enable progress in the restoration of the protection status and the design of a revised boundary, considering again the possible inscription of the property on the List in Danger in the case of insufficient progress by 2016.

## Justification for the mission

The IUCN advisory mission was invited by the State Party within the framework of the implementation of Decision **39 COM 7B.27** adopted by the World Heritage Committee at its 39th session (Bonn, 2015, see Annex) for the Cerrado Protected Areas : Chapada dos Veadeiros and Emas National Parks World Heritage property. It therefore only considered the Chapada dos Veadeiros component of the property.

Considering the recommendations of the 2013 reactive monitoring mission, it aimed to evaluate the public consultation process on the expansion of Chapada dos Veadeiros National Park and examine the possible need and related procedures of a major boundary modification and re-nomination.

Discussions with the Federal and state-level authorities focused on the concrete actions needed to be implemented in order to resolve land tenure issues in and around the Chapada dos Veadeiros component of the property and restore its protection status.

The mission took place from the 1st to the 5th of February, just after the submission of an updated report the state of conservation by the State Party. It was accompanied by ICMBio staff on field visits from the southern to northern part of the property following the boundaries of the actual CdVNP. The mission met with relevant stakeholders concerned, including representatives of the relevant federal (ICMBio, the Ministry of Environment) and state-level authorities (Government of the State of Goias) (see Annex).





## National policy for the preservation and management of the world heritage property

Federal law nº9.985 of 18 July 2000 establishes the National System of Conservation Areas (SNUC) while the regulation Decree nº4.340 of 22 August 2002 defines the participation in the creation, management and planning of such areas. Resolution nº013/1990 of the National Council of the Environment (CONAMA) established a nominal 10 km buffer zone around any protected area.

The SNUC has 12 types of conservation units distributed into two categories (strictly protected and sustainable use) and three levels of governance applicable to any protected area : federal, state and municipal.

Table 3. Conservation units in Brazil

Full protection	Sustainable use
<ul style="list-style-type: none"> <li>• Ecological Station</li> <li>• Biological Reserve</li> <li>• National Park</li> <li>• Natural Monument</li> <li>• Wildlife Refuge</li> </ul>	<ul style="list-style-type: none"> <li>• Environmental Protection Area</li> <li>• Area of Relevant Ecological Interest</li> <li>• National Forest</li> <li>• Extractive Reserve</li> <li>• Fauna Reserve</li> <li>• Sustainable Development Reserve</li> <li>• Private Reserve of Natural Heritage</li> </ul>

Creation and management of all federal conservation units (310 in the Brazilian territory) are under the responsibility of ICMBio, a federal authority depending of the Ministry of Environment (MMA), created in 2007 from an institutional reformulation of IBAMA.



## Identification and assessment of issues and threats

The property is currently made up by areas of different status, which are not all considered as having an adequate or effective protection regime for the long-term conservation of the features that have contributed to its inscription under biodiversity criteria.

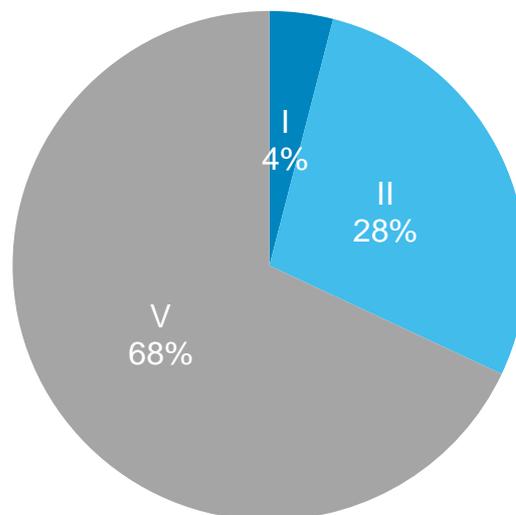
Table 4. List of conservation units within the property

Status	Name / Number	Total area in ha (% property)	IUCN Category	Governance
National Park	Chapada dos Veadeiros	64 795 (28%)	II	ICMBio
Environmental Protection Area	Pouso Alto	872 000 (covering 68% of the remaining area)	V	Goias State
State Park	Nova Roma Ecological Station	8 500 (3,6%)	Ia	Goias State
Private Natural Heritage Reserves	Cara Preta	975 (0,41%)	Not reported (I)	Private owners

Completely overlapped with the sector I of the property at the time of inscription, the Chapada dos Veadeiros National Park now only provides an integral protection (IUCN category II) to the western part of the sector I corresponding to 28% of its area (64 795 ha). Its management objectives remain appropriate to protect the World Heritage values, in particular the preservation of natural ecosystems of great

ecological relevance and scenic beauty, enabling the conduct of scientific research and the development of educational activities and environmental interpretation, recreation in contact with nature and ecological tourism. Managed at federal level by ICMBio, its effectiveness increased according to Rappam index, from 32% in 2005-2006, (assessed at 32% due to mainly a lack of infrastructure, human and financial resources and management plan) to 60% in 2010, which corresponds to a medium/high level.

*Gráfico 2. Distribuição de unidades de conservação por categoria de área protegida (% ha)*

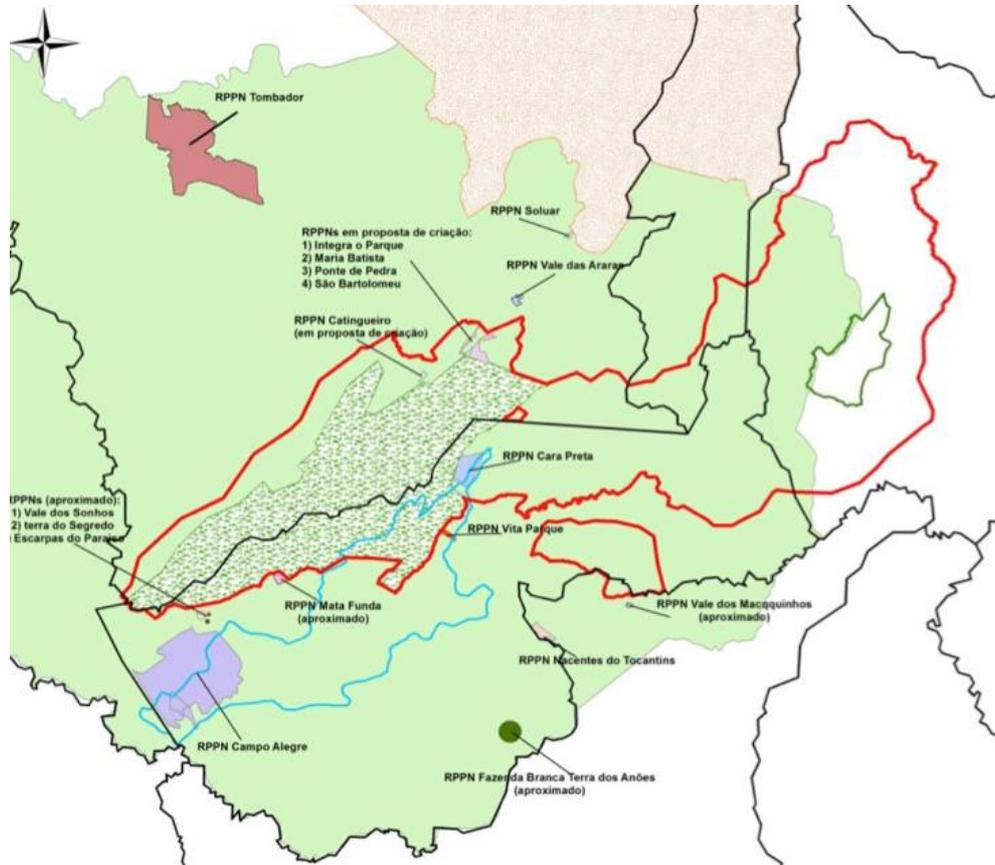


Established in 2001 (Decreto 5.419, 07/05/2001) with an area of 872 000 ha, Pouso Alto Environmental Protection Area (Área de Proteção Ambiental, APA) is a State conservation unit used as a buffer zone for major part of the property. It covers the area that lost legal protection in CdVNP with the exception of the eastern fringe. Managed by the State of Goiás, it involves six municipalities : Alto Paraíso, Colinas do Sul, São João D’Aliança, Cavalcante, Teresina de Goiás and Nova Roma. A Management Plan is in place since 2014 and has been effectively implemented. Rappam assessment on Goiás EPAs published in 2014 by WWF Brazil highlighted that among the sustainable use areas, Pouso Alto had the highest results for its biological and socio-economic importance, with an average vulnerability (51%) and a management efficiency of 32.8 %. This status falls under IUCN protected area management category V, which is suitable for landscape protection but is not sufficient to guarantee the integrity of a World Heritage property under biodiversity criteria.

Located in the heart of the eastern portion of Sector I, with an extension of 8 500 ha, Nova Roma Ecological Station is a State Park created in 2009 and managed by the State of Goiás. Land tenure has been regularized (public land) and the management plan is mainly dedicated to scientific research (IUCN category Ia) but the Decree of creation has not been yet published.

15 Private Natural Heritage Reserves (RPPN) are established around the property on one side (Cara Preta) covering in total 20756 hectares. RPPN is the only conservation unit created by a voluntary act on private lands which is officially recognized in the SNUC. This protection status, complementary to public efforts, is considered corresponding to IUCN category I.

*Map 1. Conservation units within and around the property (source : ICMBio)*



Several areas with low intensity land use outside the current boundaries of the property are likely to be important for the integrity of the property.

Located to the north of the property and almost adjacent to its boundaries, the Kalugos Quilombo territory covers 253 000 ha of well-preserved traditional lands of Afro-brazilian community, whose ownership rights are guaranteed by the Constitution and managed locally. This area is not a conservation unit but is considered a part of the National Protected Areas Plan.

The property is included within two large corridors without active management, the Paranã-Pireneus Cerrado Ecological Corridor (29 conservation units) and the Tombador Veadeiros Ecological Corridor project (CETV). The Cerrado Biosphere Reserve (29 652 514 ha designated in 2013) covers areas located in the States of Goiás, Tocantins, Maranhão, Piauí and the Federal District. These areas are mentioned in the law that established the SNUC but they don't have the same legal status as conservation units.

## Nature and extent of threats to the property

The main threat is the insufficient legal protection framework, as described in the Examination of the State of Conservation section.

Ranching is a major threat to the Cerrado ecoregion and rapid soil changes have been observed in the last two decades. The Chapada dos Veadeiros National Park is almost entirely surrounded by agricultural areas and is under pressure from increased cattle grazing and crop cultivation particularly in its northern limits.

Fires are the most significant threat within the property, in particular during the dry season (July to September). Wildfires caused by lightning are a key element in the functioning of the Cerrado ecosystem and plant species have developed adaptive strategies. But fire frequency has been increasing due to human activities related to renovation of pastures, especially along main roads and in areas occupied by cattle ranching, impacting long-term dynamics of plant communities and species richness. In 2010, Rappam assessment considered anthropogenic fires as severe and generalized, in 15-50% of the Pouso Alto Area. An important part of the conservation efforts of CdVNP is mobilized/engaged in performing actions of prevention and firefighting (35 fire fighters).

Cerrado ecoregion is an important tourist attraction, due to its landscapes and waterfalls, which attract visitors from Brasilia and others urban centers (Sao Paolo, Rio de Janeiro). In the CdVNP, tourism activities are concentrated in the South Western part of the area. Level of visitation is increasing continuously : in 2015, the park received 56630 visitors, a number 43.5% greater than in the previous year. But the management plan limits public use to the park's major attraction (rapids, waterfalls, canyons), taking into account the carrying capacity of the sites (some paths are limited to 250 visitors per day).

Other threats like mining, illegal logging, hunting, invasive alien species have been reduced significantly in recent times.



## Positive or negative developments in the conservation of the property since the last report to the World Heritage Committee

### **2011** Proposal for a mosaic of conservation units | **not implemented**

As the State Party cautioned that a strict return to the national park boundaries at the time of inscription was no longer an option due to anthropogenic pressures, the 2013 reactive monitoring mission recommended to implement a mosaic of different conservation units as a feasible option to consolidate the protection within and outside the property. This strategy has been developed from 2011 by the ICMBio in collaboration with the Government of the State of Goiás and private owners aimed to establish, through optimal public consultation, new conservation units of different status. To be more effective, it has been recommended to prioritize the establishment of a wildlife refuge in the watershed of Rio das Pedras, a State Park in the São Bartolomeu watershed to expand the Nova Roma Ecological Station, a Natural monument in the Rio dos Cursos watershed, different RPPN in and around the property and an additional series of State Parks in other areas of the Goiás Cerrado. Such multi-faceted strategy could have re-established a conservation regime for the majority of lands that have lost the national park status, but it is not clear if it would have met the strict integrity requirements.

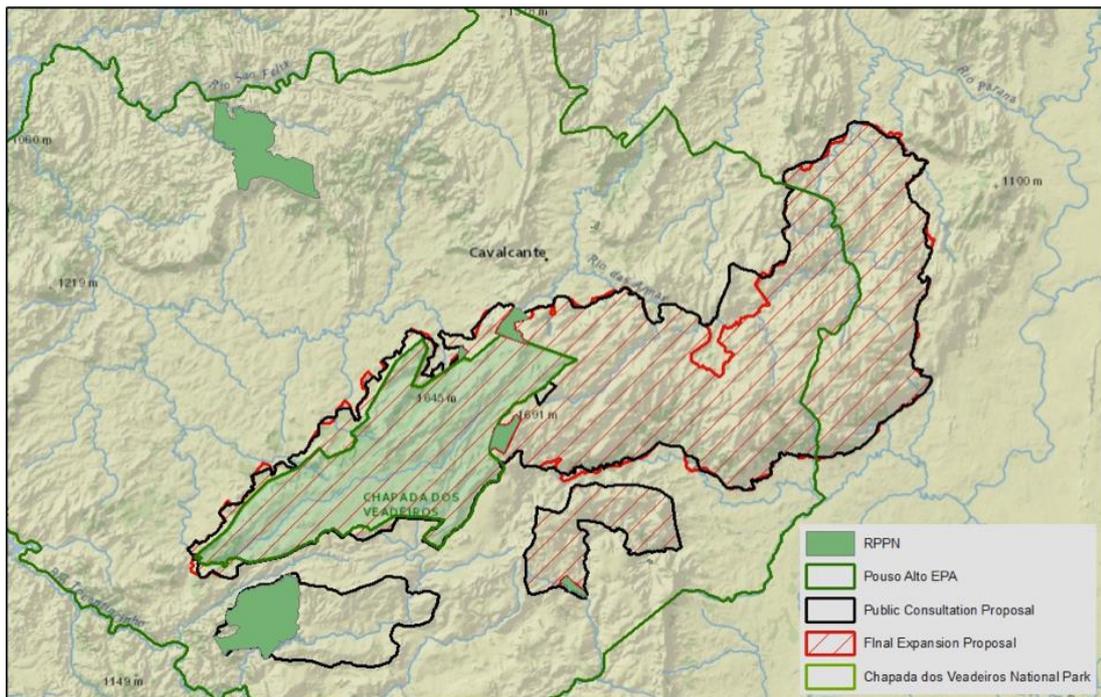
The creation of protected areas by the State of Goiás started from 2013 and some private land owners declared interest in establishing RPPNs. Despite these efforts, most of the property did not benefit from protection at a level to meet the appropriate standards in the planned timeframe.

### **2014** Expansion proposal of the CdVNP | **implementation in progress**

A new expansion project of the CdVNP was initiated in 2014, with a design close to what was done in 2001.

In 2013, studies have been undertaken on physical and biotic environment, and on socioeconomic and land tenure of the Chapada dos Veadeiros region. Concluded in November 2014, both diagnostics have provided technical basis to propose an expansion of the national park boundaries from 66 000 ha to 235 000 ha. This proposal covers much of the boundaries established in 2001 (and includes additional 8 000 ha), adding important habitats areas for mammals species, while excluding the most degraded areas in the north of the property. Other areas remain covered by the Pouso Alto EPA.

Map 2. Chapada dos Veadeiros national Park expansion proposal to public consultation (source : ICMBio)



Among the areas excluded from the boundaries of the World Heritage property are local communities territories, private reserves, sustainable tourism initiatives, consolidated occupation areas, in particular in the northern fringes, mainly converted to extensive pasture and fields. In the Rio das Pedras (northeast), two ranches have been excluded (Fazenda Cascata and Fazenda Mundengo) due to resistance against establishment of a management regime that implies exclusion of agricultural practice. However, this area is important for the conservation of Brazilian Merganser (*Mergus octasetaceus*), a critically endangered species whose remaining known population is still extremely small and fragmented.

New priority areas for the conservation of endemic and rare species of flora and fauna have been identified in the southern part of the property. The Rio Dos Couros area (micro basin) which is mainly included within the EPA Pouso Alto, is important for ecological connectivity and for its richness of flora and fauna species (herpetofauna, amphibia, reptiles, mammals especially *Leopardus colocolo*). A Western area of Rios Macaco and Macaquinho region has been added to the proposal. But opportunities for expanding the national park boundaries in the southern part outside the property were limited by the land tenure situation, dominated by private lands. Others conservation units of full protection allowed on private lands such as Natural Monument and/or Wildlife Refuge could be considered.

This new proposal partially meets the requests of the **37 COM7B.29** decision to « consider extending the property to include the areas within and outside the property with the 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) ». In complement to the CdVNP expansion, establishment of new conservation units outside the property will therefore be needed.

This expansion project includes most of the attributes of the Outstanding Universal Value of the property, which remain in good conservation status. However, taken into account the fact that the property is inscribed under criterion (ix), *inter alia*, and considering the previous World Heritage Committee decisions, it needs to be complemented with additional conservation units to enhance ecological connection between different areas of the Cerrado landscape by including in particular the Kalunga Quilombo Territory and two RPPN (Tombador and Campo Alegre).

As a complementary tool, the new Brazilian Forest Code (2012) through the Law 12.651 (25 may 2012) provides a legal base to designate Legal Reserves (LR) on all rural properties and Areas of Permanent Protection (APP). Legal reserves are portions of land that must be set aside in native habitat, and managed to ensure a sustainable economic use of natural resources and ecological processes. APP are required for protection of native vegetation from riverbanks, lakes and springs, and cannot be used at all. Size requirement of legal reserves in Cerrado is 35% against 80% in Amazon and 20% in the rest of Brazil. Deficit of legal reserves and APP in the Cerrado is estimated to be 4,5 millions hectares.

The buffer zone of the Sector I of the property is guaranteed through the Pouso Alto environmental protection area, with notable exception of the eastern part which is difficult to access. The management plan approved in 2015 establishes a zoning procedure which considers connectivity issues with the CdVNP.

Otherwise, the most impacting activities must be subject to the approval of the national park up to 10 km beyond its limits. Although insufficient to ensure long-term protection of potentially impacted values, these provisions, if implemented, could help to mitigate external threats to the property.

#### **2015 Consultation process | [implemented](#)**

This proposal was subject to a public consultation, in accordance with the requirements set out in Law N° 9.985/2000. Initially planned in 2014, the process was postponed to 2015 due to presidential elections, as it was considered by the State Party as politically inappropriate time for conducting consultations.

Three public hearings were carried out between 16th and 18th of September 2015 in selected administrative centers (respectively Nova Roma, Cavalcante and Alto Paraíso de Goiás), easily accessible for most of the population directly and indirectly affected by the expansion project. They mainly aimed to inform each municipality about the objectives of the proposal, the areas incorporated and to suggest design improvements. The notice of public consultation has been first published in the official gazette to promote a greater participation among public entities, non-governmental organizations, owners and local communities, and a map of the

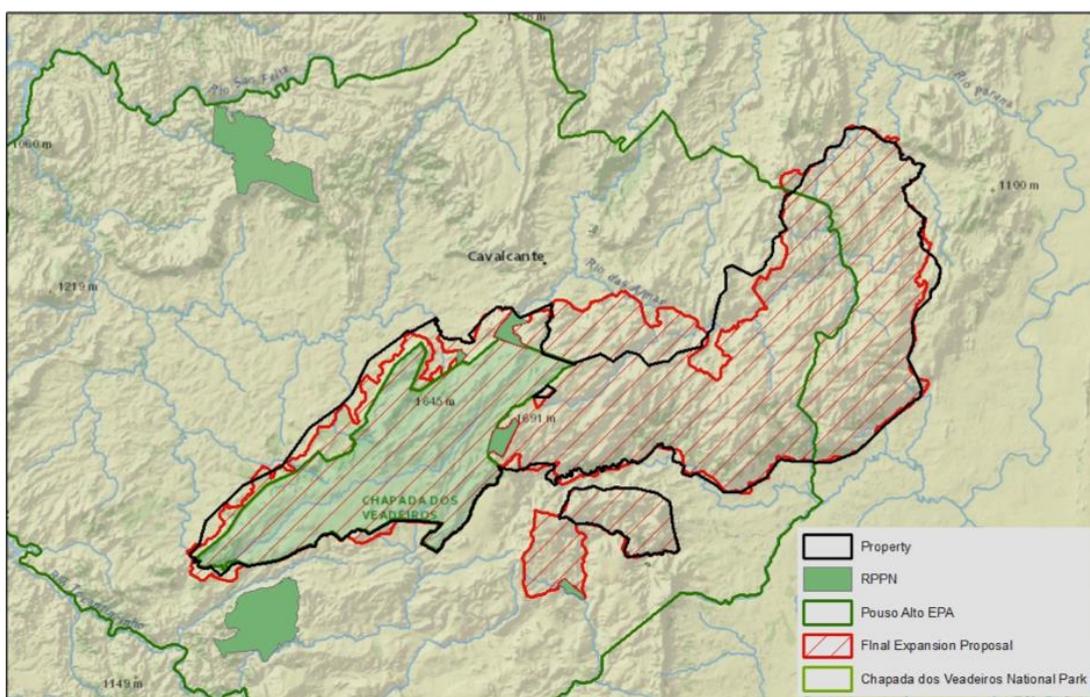
proposal of the expansion and environmental studies was made available on ICMBio website. Global audience reached more than 400 participants.

*Table 5. List of the public hearings (source : ICMBio)*

Date	Place	Participants	Duration
16th of september	Nova Roma	80	3 hours
17th of september	Cavalcante	+120	5 hours
18th of september	Alto Paraíso de Goiás	+200	6 hours

In addition, more specific and technical meetings have been organized with key stakeholders and rightsholders, including representatives of the Goiás State, municipalities, owners of natural heritage private reserves.

*Map 3. Chapada dos Veadeiros national Park – Final expansion proposal (source : ICMBio)*



Boundaries adjustments were made, taking into consideration the concerns expressed during the consultation process by stakeholders and rightsholders. Potentially contentious areas such as small human settlements and private lands were excluded. The major change compared to the initial proposal is the exclusion of Rio dos Couros area, occupied by large and medium private lands, with permanent residents, but which is partially covered by a RPPN (Campo Alegre). The initial expansion proposal of 281 092 ha was reduced after the public consultation to 248 301 ha, which still remains larger than the former CdVPN area.

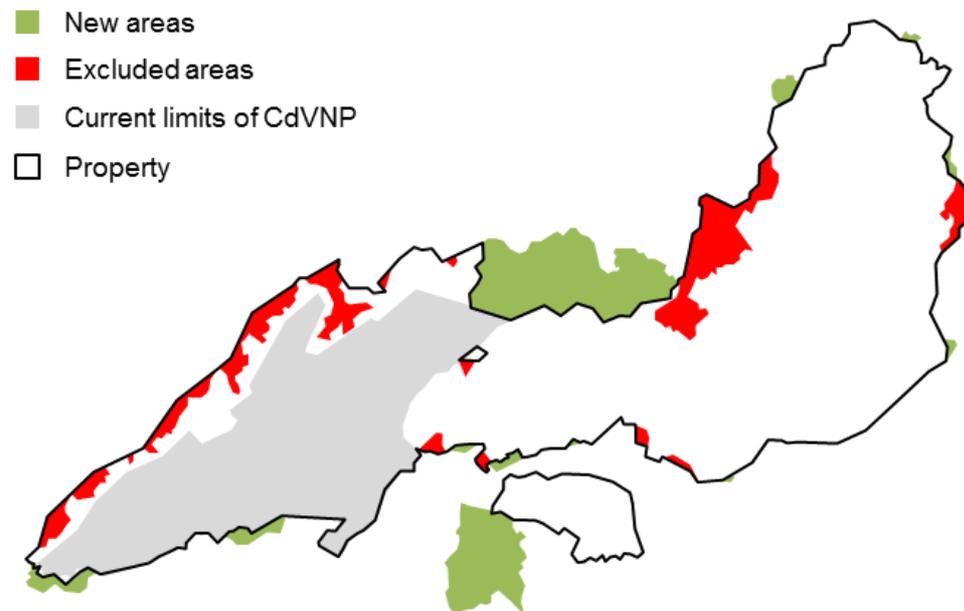
The consultation process met the legal requirements for expanding the boundaries of a conservation area, and consequently, its legality cannot be questioned. During the mission, representatives of the CdVNP management committee highlighted the quality of the process. The extension proposal faced strong political resistance as it involved lands occupied by private parties although most of the lands are state-owned. Major landowners in particular are opposed to the expansion project. However, public hearings revealed a low level of knowledge of the national park and a lack of awareness of the World Heritage property. A difference of perception was observed between the north and south of the park, where a majority of inhabitants is favorable to the expansion project, insofar as economic impacts of tourism are more prevalent.

There are several further steps which need to be completed with regards to the expansion of the Chapada dos Veadeiros National Park.

Regarding the adjustment of property boundaries, ICMBio is currently finalizing the technical proposal to undertake latest juridical analysis. In addition, in the first week of March 2016, the Advisory Council of the CdVNP held a meeting to discuss the final expansion proposal.

It is expected that the new expansion Decree will be submitted in 2016 to the Ministry of Environment and subsequently to the President of Brazil for approval. The final decision will take into consideration the agreement with the Government of Goiás and the support of population to the process. Officials of the Ministry of the Environment and the Government of Goiás met in February to agree on the extension of the Chapada dos Veadeiros National Park, but at this moment of the process, it is impossible to determine if/when the new decree will be approved at Federal level.

These new developments could be facilitated by a Memorandum of understanding signed in June 2015 between the Biodiversity and Forests Secretariat of the Ministry of Environment, the Chico Mendes Biodiversity Conservation Institute and the Government of the State of Goiás. This four year strategy aims at facilitating collaboration in creating new conservation units in the Chapada dos Veadeiros region, implementation of the management plan of the Pouso Alto Environmental protection area and promotion of rural environmental registry of properties in the region.



*Map 4. New and excluded areas in the final expansion proposal*

If effectively implemented, the expansion of the national park and the establishment of new conservation units outside the property, will imply a significant modification to the boundaries of the property and will require a re-nomination, according to paragraph 165 of the Operational Guidelines.

Land regularization process | [implementation in progress](#)

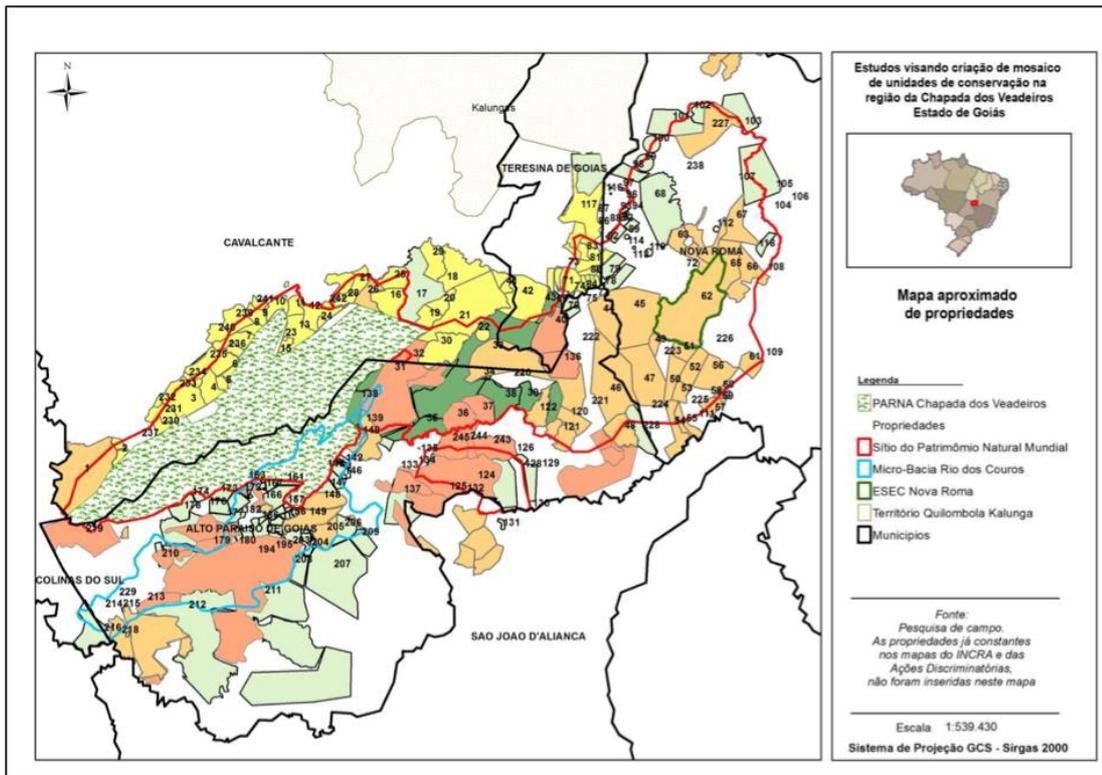
The World Heritage Committee urged the State Party in its decision **39COM7B.27** to resolve land tenure issues in and around the Chapada dos Veadeiros component of the property, in order to enable significant progress to be made with the restoration of its protection status and the design of a revised boundary, in consultation with the landowners of the areas that would be considered for inclusion in the property and its buffer zone. This regularization process, which is in progress, is a key element to achieve an effective expansion implementation.

Studies were undertaken in the region at the end of the 90's to legally differentiate public and private lands. This process, which is under the responsibility of the State of Goiás, is still underway and could take more than 10 years to be completed.

According the Brazilian legislation, all private lands within a national park become federal property. When CdVNP was nominated in 2001, land tenure was over 80% public but few parts were claimed by local people. Once the expansion decree will be signed, it implies to remove illegal pastoral units and to compensate landowners. Total cost for regularization has not been estimated, but in the Cerrado, the average cost per hectare of private land is about \$1000. About 35 Rural Property Registration Certificate (Certificado de Cadastro de Imóvel Rural, CCIR) have been delivered by INCRA (Instituto Nacional de Colonização e Reforma Agrária in the eastern part of the property (see map), covering approximately one third of the property.

Map 5. Land tenure within and outside the property (source : ICMBio)

Note : private areas correspond to yellow, red and orange blocks



Based on a mapping study, measures are underway to promote the regularization of land property. This process aims to define and to consolidate the occupation of vacant public land for farmers who do not have domain titles or are in dominial and irregular possessory situation. Most of the northwest fringe corresponding to Cavalcante, Nova Roma and Teresina de Goiás sectors of the property are occupied by private lands, as well as in the Rios dos Couros basin. The eastern sector is composed of large private properties with few or no occupation, and has an important proportion of vacant lands due to difficult access.

Several cooperation programmes have been launched to help the environmental registration process at regional scale. The Tropical Forest Conservation Act (TFCA) committee, which enables US Government debt-for-nature swaps, in 2015 approved a new project to intensify the Rural Environmental Registry (CAR) within the Pouso Alto Environmental Protection Area (APA). It aims to map the vegetation cover in more than 2 200 rural properties and will help the establishment of Areas of Permanent Preservation (APP), in coordination with the CdVNP, being an input for the development of payment for environmental services programs. A contract was also signed in August 2015 between Brazil-KFW and MMA, for environmental regularization of rural properties in the Amazon and the Cerrado.

## Information on any specific threat or damage to or loss of outstanding universal value, integrity and/or authenticity for which the property was inscribed

In 2013, the State Party identified main threats to the property to be wildfires, hunting, illegal deforestation and selective illegal extraction of timber, without providing any updated information on the status of these threats. The 2015 state of conservation report mentioned that « no negative human intervention in a scale that might threaten the integrity of the property has been observed ». The field visit, in line with the 2013 reactive monitoring mission, confirmed that most of the unprotected part of the property remained in good state of conservation. This is due to the difficult access and poor soils (high concentration of aluminium, iron and hydrogen ion often toxic) which limits its suitability for intensive agriculture. But this statement has to be differentiated, as some sectors are more specifically threatened by increased extensive and semi-intensive cattle grazing.

The actual CdVNP, which covers the southwestern part of the property, overall is in a good state of conservation. Main pressures are fires, increased level of visitation, exotic plants but are managed, but no cattle grazing has been observed during the mission. The eastern half of the property, which is under the EPA status, with almost complete lack of access, except old paths, is well conserved, without any cattle ranching. Most of the existing buildings within this sector are abandoned or partially destroyed. Within this sector is the State Ecological Station of Nova Roma, in excellent state of conservation.

The situation is different around the northern limits of the property, mainly dominated by private lands with infrastructures, where semi-intensive cattle ranching is increasing since 2001. The mission confirms that the areas converted to pastures are too damaged to be included into the property. Similar pressures in the northwest part of the component can be observed, and a land parceling trend in this area has been highlighted by the socioeconomic study. Catingueiro Valley is becoming a gateway to CdVNP and there is some potential threat from uncontrolled access. The Rio das Pedras sector (north) is in good state of conservation, despite livelihood activities (small farms and cattle grazing) and with the exception of two ranches where land was converted into intensive agriculture areas.

Some ecological restoration activities have been initiated within the scope of the Amazon Fund to recover degraded areas in the Cerrado.



# Conclusions and recommendations

## Conclusions

The advisory mission has assessed the results of the public consultation process for the expansion of the Chapada dos Veadeiros National Park, and examined the possible need and related procedures of a major boundary modification of the serial property « Cerrado Protected Areas ».

Despite the loss of the national park status on 72% of its sector I (Chapada dos Veadeiros), the OUV of the property continues to be well preserved. However, anthropogenic pressures, especially fires and extensive cattle grazing, have increased in the last years and have definitively affected some areas, particularly in the northern limits. Permanent human presence in those areas has prevented the re-establishment of the national park status on the entire property.

The restoration of protection regime over the Chapada dos Veadeiros component of the property (sector I) has not been completed yet. However, the mission recognizes that significant progresses has been made by undertaking socioeconomic and environmental studies that have provided valid basis for the proposal of new boundaries of the CdVNP, and by launching a public consultation process to discuss the proposed boundaries. The consultation process initiated in 2015 with 400 stakeholders and rightsholders in the areas that would be concerned by the expansion of the CdVNP boundaries met the necessary legal requirements, so that its legality cannot be questioned.

Following this consultation process, adjustments to the initial proposal for new boundaries have been made taking into consideration the concerns expressed during the consultations. The final expansion proposal covers 248 301 ha, adding important habitat areas for mammals species, while excluding the most degraded areas in the north of the property. Such a proposal for significant boundary modification would need to be submitted as a new nomination, in accordance with Paragraph 165 of the Operational Guidelines.

Based on mapping studies undertaken last year, the land tenure regularization is underway in the wider region around the property, but could take several years to be achieved. The Memorandum of Understanding signed between the Ministry of Environment, the Chico Mendes Institute for the Conservation of Biodiversity (ICMbio) and the Government of the State of Goiás will promote rural environmental registry of properties in the region, also supported by international cooperation programmes.

## Recommendations

Based on the observations and discussions held during the mission, the previous state of conservation reports and the information provided by the State Party, the mission considers that the following measures need to be implemented in order to address the World Heritage Committee requests:

1. Finalize the Chapada dos Veadeiros national park expansion proposal:
  - Ensure that the Decree approving the expansion of the CdVNP is adopted at the federal level by the end of 2016;
  - Following the adoption of the Decree, prepare a new management plan for the expanded CdVNP.
2. Following the approval of the expansion of the CdVNP, submit a proposal for a significant boundary modification of the property for consideration by the World Heritage Committee at its 41<sup>st</sup> Session.
3. In addition to expanding the CdVNP, establish new conservation units outside the new proposed boundaries, as requested by the World Heritage Committee in its previous decisions, in order to enhance the protection of the property, in particular:
  - Establish a mosaic of different protected areas (RPPN and/or Wildlife Refuge) on private lands, prioritizing the Rio das Pedras area, São Bartolomeu, the area of Rio dos Couros and the area of Rios Macaco and Macaquinho,
  - Ensure as much as possible the ecological connectivity between different areas of the Cerrado landscape which remain in good state of conservation, including the Kalunga Quilombo Territory,
  - Legally approve the creation of the Nova Roma ecological station.
3. Ensure effective protection of the property from threats related to human activities, in particular through the following additional management regulations:
  - Establish a buffer zone in the eastern part of the property via an expansion of the Pouso Alto EPA,
  - Encourage creation of legal reserves in the buffer zone of the CdVNP through application of the Brazilian Forest Code and as part of the implementation of the Pouso Alto EPA management plan,

- Promote ecological restoration of the areas most degraded by fires and extensive cattle grazing.

4. Consolidate the land tenure regularization :

- Finalize regularization of land property and facilitate legal action to receive compensation payment for the private land owners;
- Develop the Rural Environmental Registry (CAR) within the Pouso Alto Environmental Protection Area.

# Annexes

## Annex I

### **I.1. Decision 39 COM 7B.27 : Cerrado Protected areas: Chapada dos Veadeiros and Emas National Parks (Brazil) (N 1035)**

The World Heritage Committee,

1. Having examined Document WHC-15/39.COM/7B.Add,
2. Recalling Decision 37 COM 7B.29, adopted at its 37th session (Phnom Penh, 2013),
3. Reiterates its 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 therefore no longer guaranteed;
4. Notes with concern the lack of significant progress to address the lack of protection of parts of the property, as requested by the World Heritage Committee;
5. Recognizes the actions recently undertaken by the State Party to consider alternatives for the expansion and consolidation of protected areas within the area originally designated as World Heritage and its surroundings, especially the launch of a public consultation process to discuss the expansion of Chapada dos Veadeiros National Park, as well as the signing of a Memorandum of Understanding (MoU) between the Ministry of Environment, the Chico Mendes Institute for the Conservation of Biodiversity (ICMBio) and the government of the State of Goiás to improve land management and environmental actions in the Chapada dos Veadeiros component of the property;
6. Recalls that, according to the Operational Guidelines, modification of the legal protective status of the area represents a potential danger and therefore a case for inscription of the property on the List of World Heritage in Danger;
7. Regrets that no major boundary modification of the property has been submitted for consideration by the World Heritage Committee at its 39th session, in line with Paragraph 165 of the Operational Guidelines and as requested by the Committee at its 37th session, and that no new conservation units have been established within and outside the property;
8. Urges the State Party to resolve land tenure issues in and around the Chapada dos Veadeiros component of the property, in order to enable significant progress to be made with the restoration of its protection status and the design of a revised boundary, in consultation with the landowners of the areas that would be considered for inclusion in the property and its buffer zone;
9. Acknowledges the willingness of the State Party to invite an IUCN Advisory Mission, to discuss the results of the public consultation process and examine the possible need and related procedures of a major boundary modification and re-nomination;
10. Requests the State Party to submit to the World Heritage Centre, by 1 February 2016, an updated report, including a 1-page executive summary, on the state of

conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 40th session in 2016, with a view to considering, in the case that significant progress to address the lack of protection of parts of the property has not been achieved, the possible inscription of the property on the List of World Heritage in Danger.

## **I.2. Terms of reference for the Mission**

IUCN Advisory mission to Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks (Brazil)  
(1-5 February 2016)

Within the framework of the implementation of Decision 39 COM 7B.27 adopted by the World Heritage Committee at its 39th session (Bonn, 2015) for the Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks World Heritage property, the Advisory mission shall:

1. In discussion and consultation with the federal and state-level authorities:

- evaluate the results of the public consultation process on the expansion of Chapada dos Veadeiros National Park;
- examine the possible need and related procedures of a major boundary modification and re-nomination, including the potential design of a revised boundary;

2. Based on the recommendations of the 2013 reactive monitoring missions, discuss with the relevant authorities (ICMBio, the Ministry of Environment) the concrete actions needed to be implemented in order to resolve land tenure issues in and around the Chapada dos Veadeiros component of the property and restore its protection status and develop an action plan for their implementation, taking into consideration the timeframe set by the World Heritage Committee in its Decision 39COM 7B.27.

The mission should be assisted to conduct the necessary field visits to key locations, and to meet all of the relevant stakeholders concerned, including representatives of the relevant federal (ICMBio, the Ministry of Environment) and state-level authorities and representatives of land-owners concerned.

In order to enable preparation for the mission, the following items should be provided IUCN (copied to the World Heritage Centre) as soon as possible:

- a) The results of the public consultation process on the expansion of the Chapada dos Veadeiros National Park;
- b) Detailed maps showing the current extent of the Chapada dos Veadeiros National Park and the land ownership of the surrounding areas;

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 with the objective of providing guidance on the issues addressed in points 1-2 above, in order to ensure the long-term conservation of the property's Outstanding Universal Value.

The mission will prepare a concise mission report no later than 6 weeks after the end of the field visit in the format agreed between IUCN and the State Party.

### **I.3. Mission Programme**

#### **02/Feb - Meeting at the Ministry of Environment / Secretariat of Biodiversity and forests**

9:30 - 10:30 - ICMBio presentation on the process of expansion of National Park's area: Current Status (report of the public hearings, negotiations and technical proposal for the area)

10:30 - 11:00 - Next steps to expand the National Park's area (ICMBio)

11:00 - 11:10 - Break

11:10 - 12:00 - Discussions on the previous presentation

Lunch break

14:30 - 15:30 – Pouso Alto Protected Area Management Plan in the context of the World Heritage Site (State of Goiás)

15:30 - 16:15 - Actions related to the Memorandum of Understanding between SBF, ICMBio and State of Goiás and other proposals for the region - (SBF/MMA)

16:15 - 17:30 - Discussion on the presentations and closing

#### **03/Feb - Field trip to the Chapada dos Veadeiros National Park and region**

8:30 - 12:00 - Meeting with National Park's manager and staff

12:30 - 14:00 - Lunch meeting with local actors.

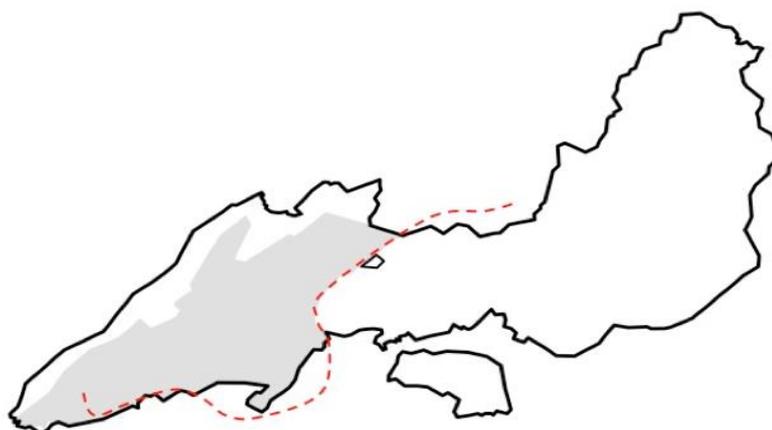
14:30 - 19:00 - Visit to land owners, local protected areas and part of the area to be covered by the National Park's new limits.

#### **04/Feb – Morning - Return to Brasilia**

14:00 - 14:45 - First impressions of the advisor on the presentations, meetings and field trips;

15:00 - 17:30 - Discussions with the advisor on the possible need and procedures related to eventual change in the boundary and re-nomination of the property;

### **I.4. Mission Itinerary**



## **I.5. Composition of mission team**

Thierry Lefebvre (IUCN French Committee and World Commission on Protected Areas).

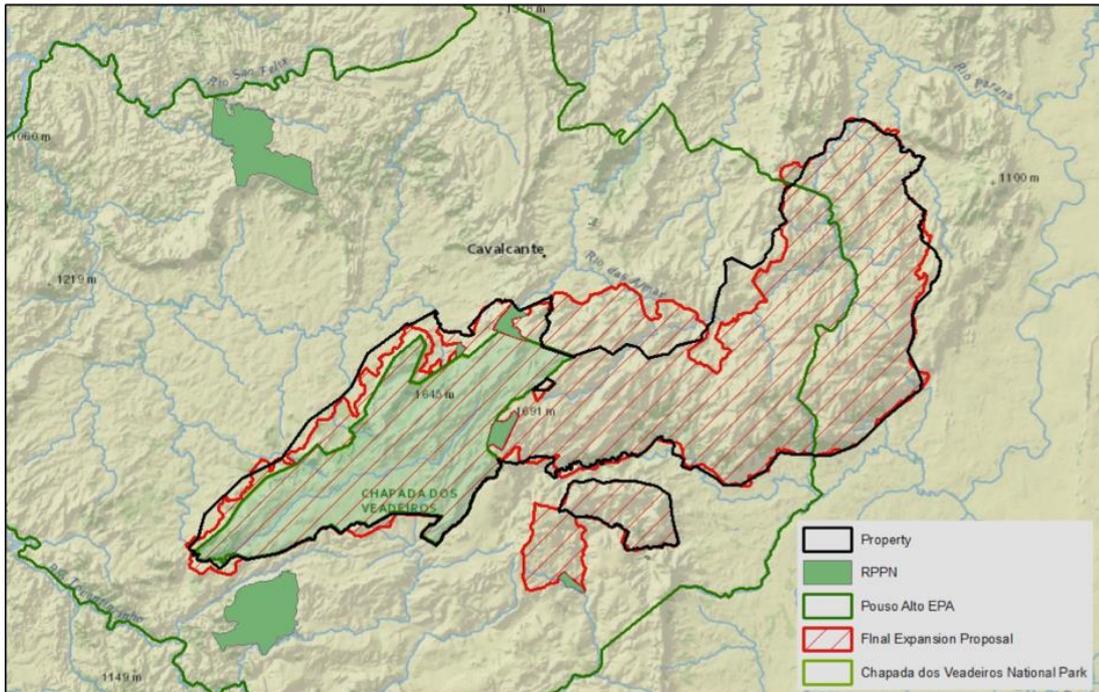
## **I.6. List of people met**

Ms. Ana Cristina Barros (Ministry of Environment SBF/MMA)  
Ms. Carla Cristina de Castro Guartome (ICMBio)  
Mr Felipe Costa (Ministry of Foreign Affairs, DEMA/MRE)  
Mr Evandro de Barros Araujo (Ministry of Foreign Affairs DAMC/MRE)  
Ms. Flavia Lemos Xavier (Ministry of Environment CASIN/MMA)  
Mr Fernando Tatagiba (Ministry of Environment SBF/MMA)  
Ms. Moara Menta Giasson (Ministry of Environment SBF/MMA)  
Mr André Luis Lima (Ministry of Environment SBF/MMA)  
Mr Gustavo Da Veba Guimaraes (Ministry of Foreign Affairs DAMC/MRE)  
Mr Bernardo Brilo (ICMBio)  
Mr Bernardo Souza (ICMBio)  
Mr José Leopold de Ribeiro (SECIMA/GO)  
Mr Aedizio L. de Oliveira Filhu (ICMBio)  
Mr Eric Rozonde Kolailat (SECIMA/GO)  
Mr Claudio C. Maretti (ICMBio)

## Annex II. Resources

### II.1. Map

Source : ICMBio



### II.2. Webography

#### **Chapada dos Veadeiros National Park portal (ICMBio)**

<http://www.icmbio.gov.br/portal/biodiversidade/idades-de-conservacao/biomas-brasileiros/cerrado/idades-de-conservacao-cerrado/2081-parna-da-chapada-dos-veadeiros>

#### **Observatório de UCs (WWF Brazil)**

<http://observatorio.wwf.org.br/idades/pressoes/574/>

### II.3. Photographs



## Annex III. List of World Heritage Committee

### Documentation (source: whc.unesco.org)

Date	Category	Title
2000	Map	Chapada dos Veadeiros National Park
2000	Map	Emas National Park
2001	Advisory Body Evaluation	Advisory Body Evaluation
2001	Nomination	Nomination file
2001	Decision	Report of the 25th Session of the Committee
2001	Decision	25COM XA - Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks (Brazil)
2011	SOC Reports	SOC Report2011
2011	Decision	35COM 7B.28 - Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks (Brazil) (N 1035)
2012	SOC Reports	SOC Report2012
2012	Decision	36COM 7B.30 - Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks (Brazil) (N 1032)
2013	Mission reports	Report on the Reactive Monitoring Mission to the Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks (Brazil), 4 - 9 March 2013
2013	SOC Reports	SOC Report2013
2013	Decision	37COM 7B.29 - Cerrado Protected Areas: Chapada dos Veadeiros and Emas National Parks (Brazil) (N 1032)
2015	State of Conservation Reports	State of conservation report by the State Party / Rapport de l'Etat partie sur l'état de conservation
2015	SOC Reports	SOC Report2015
2015	Decision	39COM 7B.27 - Cerrado Protected areas: Chapada dos Veadeiros and Emas National Parks (Brazil) (N 1035)

Date	Category	Title
2015	Decision	39COM 8E - Adoption of Retrospective Statements of Outstanding Universal Value
2016	State of Conservation Reports	State of conservation report by the State Party / Rapport de l'Etat partie sur l'état de conservation