

IUCN Rue Mauverney 28 1196 Gland Switzerland Tel. +41 22 999 0000 Fax +41 22 999 0002

www.lucn.org

H. E. Mr Kristjan Andri Stefansson Ambassador Extraordinary and Plenipotentiary of Iceland to France Permanent Delegation of Iceland to UNESCO Ambassade d'Islande 52, avenue Victor Hugo 75116 Paris

08 October 2017

IUCN Evaluation of Vatnajökull National Park - dynamic nature of fire and ice - Nominated for inclusion on the World Heritage List

Dear Ambassador,

Further to the above nomination to the World Heritage List, I am writing with information on progress with the IUCN evaluation. As noted in previous correspondence, IUCN seeks to develop and maintain a dialogue with States Parties during the evaluation process of all nominations.

The IUCN World Heritage technical evaluation mission to Vatnajökull National Park - dynamic nature of fire and ice was undertaken by Mr Bastian Bertzky and Mr Daniel Tormey from 24 September to 1 October 2018. The evaluators greatly appreciated the excellent support and co-operation provided by your colleagues in the preparation and implementation of the mission, and the kind welcome of the State Party throughout the mission. Please convey our sincere thanks to all of the officials, scientists and contributors that assisted the mission.

The IUCN World Heritage Panel will convene to discuss this and the other nominations for 2018 during the week of 3 December 2018. The panel will examine in detail each nomination dossier, reports and desktop reviews of field evaluators and external reviewers, as well as other references regarding the nominated properties.

At this stage, and following discussions during the mission, the field evaluators noted some points regarding the protection and management of the nominated property where additional information is required, and we would be grateful if the State Party could provide information on the following points:

- 1) Further information on current protection and management in place for the whole length of the Jökulsá á Fjöllum river corridor that connects the main portion of Vatnajökull National Park (VNP) with the northern region of the nominated property. Please also clarify if any private lands intersect with this corridor, and whether or not the landowners have been consulted in, and given their consent, to the World Heritage nomination process. In addition, please provide clarification on the ongoing dispute with a private landowner in the Dettifoss area, and how it is planned to be resolved.
- 2) The status and plans regarding the ongoing revision of the management plan for VNP, what elements are to be substantially changed from the 2013 plan annexed to the nomination, and the further actions that must be completed. Please also clarify which areas of the nominated property are not covered by the 2013 plan (e.g. the new areas added to the national park in 2015 and 2017) but will be covered by the revised plan.
- 3) The status and plans for the ongoing construction of a paved road (Dettifoss to Ásbyrgi) in the northern portion of VNP, including a brief summary of potential impacts on the northern region of the nominated property, together with any assessments that have been prepared on this

development. Please also clarify what restoration will be conducted by the Icelandic Road Administration and/or VNP after completion of the road, including any quarrying and construction sites in the area.

- 4) The status and plans for the active quarry for road material in the recently added, southern portion of VNP, which is currently used by the Icelandic Road Administration to maintain and repair the Ring Road (N1) in the area. Is the intention to allow the Icelandic Road Administration to use the guarry on a permanent basis, or are alternate sources outside the park available?
- 5) Details of the remaining actions that will be taken, and the related timelines, for the planned integration of the Herðubreiðarlindir and Lónsöræfi Nature Reserves within Vatnajökull National Park. As noted in the nomination, these two nature reserves are included in the nominated property, but not yet formally included in the national park and its management plan.
- 6) Please clarify whether or not the Dettifoss, Selfoss og Hafragilsfoss Natural Monument, which is contiguous with the northern region of the nominated property and already managed by the VNP agency under contract with the Environment Agency, could potentially be added (if requested by IUCN) to the nominated property to improve its integrity?
- 7) The status of the ongoing process, and the further actions that must be completed, to establish a certification scheme for commercial operators and guides operating in VNP.
- 8) The status of the ongoing revision of the Nature Conservation Act and the plan to establish a new Nature Conservation Agency in Iceland, including further actions that must be completed, and what the expected implications (if any) are for the governance, protection and management of VNP.
- 9) The status of the ongoing process to potentially establish a much larger "Central Highlands National Park" in Iceland, which could include VNP, and what the potential implications are for the nominated property included in the current World Heritage nomination.

Regarding integrity matters, we would be grateful if the State Party would clarify whether or not the Dettifoss, Selfoss og Hafragilsfoss Natural Monument, which is contiguous with the northern region of the nominated property and already managed by the VNP agency under contract with the Environment Agency, could potentially be added to the nominated property to improve its integrity, if this was requested by either IUCN or the World Heritage Committee, and, if yes, the timelines and process that would apply to such an addition? Please note at this stage the IUCN Panel has not considered this matter, so this is not a request to make any amendment, but simply to understand the situation.

We would appreciate your response to the above points as soon as possible, in order to facilitate the evaluation process, but **no later than the 28 November 2018**.

Supplementary information should also be submitted officially in three copies to the UNESCO World Heritage Centre in order for it to be registered as part of the nomination. An electronic copy of any supplementary information to both the UNESCO World Heritage Centre (a.balsamo@unesco.org) and IUCN Headquarters (christelle.perruchoud@iucn.org) would also be helpful.

Please note that there may also be further requests after the IUCN World Heritage Panel has met in December.

In the interest of ensuring full transparency and dialogue regarding the IUCN evaluation process, we are happy to respond to any questions you may wish to raise regarding IUCN's work on the World Heritage Convention, including the above points. I am traveling to Paris on a regular basis and could be available to meet if this would be helpful, or would be pleased to organise a meeting via Skype or conference call as an alternative. I would also emphasise that both, you or your representatives are also most welcome to visit IUCN's headquarters in Switzerland to meet in person if you wish, on this nomination, or on any other matter of interest.

Please do not hesitate to contact Ms Christelle Perruchoud, World Heritage Evaluations and Operations Officer (Tel: +41 22 999 0358; Fax: +41 22 999 0002; email: <a href="mailto:christelle.perruchoud@iucn.org">christelle.perruchoud@iucn.org</a>) have any questions regarding this request, or if you would wish to arrange a meeting or phone call to discuss this request.

Please allow me to reiterate our thanks for your support of the World Heritage Convention and for the conduct of IUCN's recent mission. We look forward to your kind cooperation in furnishing responses to the abovementioned points.

Tim Badman

Director - World Heritage Programme

#### Answers to IUCN questions following the Field Mission to Vatnajökull National park.

1. Further information on current protection and management in place for the whole length of the Jokulsá á Fjollum river corridor that connects the main portion of Vatnajokull National Park (VNP) with the northern region of the nominated property. Please also clarify if any private lands intersect with this corridor, and whether or not the landowners have been consulted in, and given their consent, to the World Heritage nomination process. In addition, please provide clarification on the ongoing dispute with a private landowner in the Dettifoss area, and how it is planned to be resolved.

## Reply

Currently the river Jökulsá á Fjöllum is only partly protected by law and that applies to the sections of the river within the borders of Vatnajökull National Park and the Natural Monument of Selfoss, Dettifoss and Hafragilsfoss. In addition, the entire river is classified for protection against all hydropower development in accordance with the legislation on the Master Plan for Nature Protection and Energy Utilisation. The Ministry intents to protect the entire river, from its source at the glacier to the shore in Öxarfjörður. The intent to do so has been published with eight weeks of open public commentary time. The whole process is estimated to take some 3-4 months, after which the Minister for the Environment and Natural Resources will publish the protection of the whole river against hydro power development.

There are a number of privately owned land properties along the river between the northern and the southern part. Since the river is a major barrier for travels the properties are situated at eighter side of the river and do not extend across the river. There are 13 land properties along the river between the main portion of VNP and the northern management unit. Five properties are private lands, four properties are in a shared ownership of private owners and the state, and four properties are state owned lands. All, except one are along the eastern bank if the river.

Private landowners have not been approached or consulted in relation to the nomination process. The Ministry for the Environment and Natural Resources intends to address this and consult with the landowners in relation to the current process on protection against energy development.

2. The status and plans regarding the ongoing revision of the management plan for VNP, what elements are to be substantially changed from the 2013 plan annexed to the nomination, and the further actions that must be completed. Please also clarify which areas of the nominated property are not covered by the 2013 plan (e.g. the new areas added to the national park in 2015 and 2017) but will be covered by the revised plan.

# Reply:

The board of VNP need more time than originally planned to complete the process in of those issues that came up in the revision of management plan for VNP during the spring 2018. Three steps have now been decided. a) to add the new areas, Krepputunga/Kverkárrani (2013 (not 2015)) and Fell - Jökulsárlón (2017) as an appendix to the 2013 version. This is permitted by the law when new areas are added to the National Park. The legal consultation and advertising process will occur in the spring of 2019. b) the

board of VPN and the regional councils of VNP will reform the 2013 plan in accordance with the work already completed and with necessary improvements in cooperation with stakeholders. It involves responding to new law and regulations that might effect the content of the management plan. Consultation and promotion are scheduled in autumn 2019. C) The third step will be making the management plan more user friendly, in a more visual and modern way.

The main change from the management plan for VNP (2013 version) to the new one was to: a) include the new areas Krepputunga and Kverkárrani that were added to the national park in April 2013. b) To respond to the eruption and new lava at Holuhraun 2014/2015, the management plan needed a new chapter about new natural featutes and formations within the park. c) Content changes due to a new legislation, Act no.101/2016, about the changes of VJP Act no. 60/2007.

The area Krepputunga and Kverkárrani that became a part of the national park in April 2013 and Fell - Jökulsárlón that became a part of the national park in 2017 are not covered by the 2013 management plan. Despite the lack of management plan those areas are covered by the law of VNP (60/2007) with subsequent changes and regulations (608/2008) with subsequent changes also by law about nature conservations (60/2013).

3. The status and plans for the ongoing construction of a paved road (Dettifoss to Asbyrgi) in the northern portion of VNP, including a brief summary of potential impacts on the northern region of the nominated property, together with any assessments that have been prepared on this development. Please also clarify what restoration will be conducted by the Icelandic Road Administration and/or VNP after completion of the road, including any quarrying and construction sites in the area.

# Reply:

The reconstruction of Road 862 (Dettifoss road) through the national park is financed by the Icelandic government. The Icelandic Road and Coastal Administration (IRCA) is responsible for the design and construction of the road. An environmental impact assessment proposal was introduced by the IRCA in July 2004 and a revised version in June 2006. The revised version was confirmed by the Icelandic National Planning Agency in July 2006. The confirmation included several conditions that IRCA has had to and must comply with, such as decision on appropriate roadbed option, to minimize use of materials from quarries, to minimize the visual impact of quarries, and to efface quarries in consultation with the Environment Agency of Iceland. It also states that wherever the new road doesn't overlap the old road, the old road must be erased, and the roadbed covered with appropriate soil and vegetation. This, IRCA must implement in cooperation with VNP.

VNP's management plan, originally issued in 2010 and revised in 2013, allows the rebuilding and partial relocation of Road 862, including overlook stops and access roads.

The project is devided into three phases: 1) Road 1 - Dettifoss; 2) Dettifoss - Vesturdalur; and 3) Vesturdalur - Road 85. Phase 1 started in 2008 and was completed in the spring of 2011. For logistical reasons, the northernmost section of phase 3 was started in 2015 and completed in 2017. Phase 2 started in 2017 and is supposed to be completed by July 2019. Phase 3 will continue in July 2019 and is supposed to be completed in summer 2020. Financial reasons led to the a gap between phase 1 and

phases 2 and 3. Phases 2 and 3 have not yet been fully funded but have been proposed by the government and are being discussed by the parliament. A decision on the remaining financing should be reached before the end of the year. The IRCA is already preparing for the last stage of the project, which is completing phases 2 and 3 and building two new access roads that were later added to the project. In April 2010, the Icelandic National Planning Agency ruled that these additions did not require any further environmental impact assessment.

The phase 2 part of the rebuilt road, passes a couple of defined destinations within the Jökulsárgljúfur portion of VNP: Hólmatungur and Vesturdalur (Hljóðaklettar). In order to mitigate the impact of the reconstruction on these destinations a couple of new access roads have been planned, each leading to a view point and a trailhead above the destinations. This is intended to provide a photo opportunity for visitors without them having to enter sites themselves. The current road to Hólmatungur will be removed and its roadbed restored, while vehicle access on the existing road to Vesturdalur will be limited.

Park authorities are aware that further actions may be necessary to manage the foreseeable increase in tourist numbers not only in Hólmatungur and Vesturdalur but Ásbyrgi also. Such management actions are already being discussed within the northern regional committee, and although no tools nor methods have been decided on yet, it is fully understood within the organisation that VNP must act promptly but carefully for the implementation to be successful.

4. The status and plans for the active quarry for road material in the recently added, southern portion of VNP, which is currently used by the Icelandic Road Administration to maintain and repair the Ring Road (N1) in the area. Is the intention to allow the Icelandic Road Administration to use the quarry on a permanent basis, or are alternate sources outside the park available?

## Reply:

Currently there are two quarries in use by the Icelandic Road Administration within the recently added southern portion of VNP, at Breiðamerkursandur. One gravel quarry, parallel to the ring road and another stone quarry 6 km north of the main road, closer to the glacier snout. Both quarries were opened and used with an agreement with the previous land owner. As the area has just recently been added to VNP and a management plan has not been finished, a formal negotiations need to be conducted between VNP and the Icelandic Road Administration. According to an unformal inquiry to the road administration, there might be future options to access gravel from other quarries than the one used today. However, those quarries would either be close to the national park boundaries or within VNP on other sites at Breiðamerkursandur. Regarding the stone quarry, the Icelandic Road Administration indicated that it does not have many other options for accessing rock. The rocks are used to sustain the levee at the river Jökulsá, which protect the ring road and the bridge at Jökulsárlón, the only route, connecting the west and east, in this area. Further consultations and consideration are needed in relation to the revision and extension of the management plan to this new area of the park to determine the fate of these quarries.

5. Details of the remaining actions that will be taken, and the related timelines, for the planned integration of the Herðubreiðarlindir and Lónsöræfi Nature Reserves within Vatnajökull National Park. As noted in the nomination, these two nature reserves are included in the nominated property, but not yet formally included in the national park and its management plan.

# Reply:

A revision of the regulation on VNP that is already in progress will address the inclusion of Herðubreiðalindir Nature Reserve. This change of status of the area remains to be consulted with the local government but that will be done with the intention to finish the process in the spring of 2019. The inclusion of Lónsöræfi, partly a private land, and the Natural Monument of Selfoss, Dettifoss and Hafragilsfoss will also be considered for inclusion in the park, subject to the conclution of consultation with landowners.

6. Please clarify whether or not the Dettifoss, Selfoss og Hafragilsfoss Natural Monument, which is contiguous with the northern region of the nominated property and already managed by the VNP agency under contract with the Environment Agency, could potentially be added (if requested by IUCN) to the nominated property to improve its integrity?

#### Reply:

At the moment the Ministry for the Environment and Natural Resources is considering and collaborating with the landowners of the two land properties on he Natural Monument the possibility to include the protected area in our nomination for inscription on the WHL. We are also considering the option and the possibility to add the area to the national park, but that needs much more time and collaboration and a consent of the landowners. We will notify IUCN and the World Heritage Centre of the results of the consultations with the landowners.

7. The status of the ongoing process, and the further actions that must be completed, to establish a certification scheme for commercial operators and guides operating in VNP.

# Reply:

Due to a number of reasons the work on a certification scheme for commercial operators and guides operating within Vatnajökull National Park has been delayed over the last 1-2 years. In order to step up the process the governing board has decided to cooperate with the Ministry for the Environment and Natural Resources, Þingvellir National Park and the Environmental Agency in order to produce a common certification scheme with a view to formulate methods and principles which could be used in all the National Parks in Iceland.

Vatnajökull National Park has made a contract with a private company to set up a plan and organise a process that would assume extensive consultation with the regional boards, tourist operators, the public and other stakeholders. The intention is to start the process at the beginning of 2019 and to finish

in the spring. Partly parallel to this process there will be preparations to change the regulation for the national parm to incorporate the nessesary provitions to support the certification scheme.

8. The status of the ongoing revision of the Nature Conservation Act and the plan to establish a new Nature Conservation Agency in Iceland, including further actions that must be completed, and what the expected implications (if any) are for the governance, protection and management of VNP.

## Reply:

There is an ongoing process to merge the governmental agencies that are responsible for the governance of protected area and nature conservation in general. This has been a consultative process with the respective agencies and in public consultation this year. The objective is to establish a new governmental agency basen on the current three agencies, Vatnajökull NP, Þingvellir NP and a part of the Environmental Agency, with the aim to strengthen nature conservation, including protected area management in Iceland. Based on the result of the consulting process and considerations of the ministry a bill of law will be presented to the parliament for a new legislation on this issue.

The framework for the new agency has a full recognition of the governance structure for Vatnajökull National Park and maintains the co-management model. This change will enhance the capacity of the Icelandic government to secure good governance, protection and management of Vatnajökull National Park."

9. The status of the ongoing process to potentially Establish a much larger "Central Highlands National Park" in Iceland, which could include VNP, and what the potential implications are for the nominated property included in the current World Heritage nomination.

## Reply:

The potential implications of the establishment of a new National Park in the central highlands will not be interfering or affecting the current nomination of Vatnajökull National Park for inscription on the World Heritage List. The foreseen implications in the future would likely be a support and strengthening of conservation status in the surrounding and the buffer area of the nominated property. Currently the area is subject to the legislation on public land and all activities implying construction, extraction or other destructive activities need a prior consent permit from the state.

A committee for the establishment of a Central Highland National Park was appointed by the Minister for the Environment and Natural in April 2018. The committee consists of twelve members: One representative from each of the eight political parties that hold seats in Althingi, two representatives from The Icelandic Association of Local Authorities, one representative appointed by the Prime minister and one representative appointed by the minister for the environment and natural resources.

A project manager from the ministry for the environment and natural resources works with the committee.

The committee has eight tasks according to its letter of appointment:

Identify opportunities for the establishment of a national park for rural development

Make proposals for the operational policy for the park - For tourism, traditional use, etc.

Define the park boundaries

Suggest protection categories within the park boundaries (zoning)

Address potential access routes, service centers, regional and operational areas

Make proposals for the main focus of the management and protection plan for the park

Draw up a financing plan for the establishment of a national park

Draft a national park bill

All tasks will be a part of a final report which the committee is due to submit in September 2019 to the minister for the environment and natural resources.

However, before submitting the final report, the committee will work on each task (in the above number order) and place it under review for the public. Drafts of each task, which will be submitted to a government website for introduction. The website is open for comments. Then, the committee will review all comments and finish the respective draft and start on the next.

As of November 14th, 2018, the committee has finished drafts for the first two projects: 1. Identify opportunities for the establishment of a national park for rural development 2. Make proposals for the operational policy for the park - For tourism, traditional use, etc.

The drafts are currently under review by the public.

The committee is currently working on tasks 3 and 4. According to the minutes of the committee's last meeting on November 6th, the committee decided to work with three implementations of park boundaries that would all include VNP. However, since cooperation with stakeholders regarding task 3 has yet to take place, no suggestion has been made by the committee whether VNP would be a special management unit within a larger Central Highland park management unit, or merge into one management unit for the whole area.

Tilvísun í mál: UMH17050027

Attached is our responce to the four additional points where supplementary information is needed after the December meeting of the World Heritage Panel.

Please do not hesitate to contact me if you need any further information.

Best regards,

Sigurður

# Bréf

27. febrúar 2019 UMH17050027

## Efni: IUCN Evaluation of Vatnajökull National Park - dynamic nature of fire and ice

The Ministry for the Environment and Natural Resources highly appreciates the work of the IUCN World Heritage Panel to review the nomination of Vatnajökull National Park for the World Heritage List. We also appreciate the opportunity to provide additional information to the Panel to clarify any issue or questions that may emerge in the reviewing process.

We hereby provide clarifications on a few additional points where supplementary information is required after the review of the Panel in December.

1) The State Party informed IUCN, in its response of 29 November 2018, that the private landowners along the Jökulsá á Fjöllum River have not been approached or consulted in relation to the nomination process, but that the Ministry for the Environment and Natural Resources intended to address this point and consult with the landowners. Please therefore clarify the status, plans and timeline for this consultation and define the actions which will be taken upon completion of this consultation;

The Ministry for the Environment and Natural Resources has been in contact with the landowners of the area of the Natural Monument of Selfoss, Dettifoss and Hafragilsfoss in Jökulsá á Fjöllum to explore the possibility of including the protected area in the Nominated Property. There is an interest amongst landowners to include the area in the nominated property, but we need more time to be able to conclude the discussions with all

landowners, hopefully in early May.

There are other properties along the Jökulsá á Fjöllum that are not protected by law, some are state land and others are privately owned, that are being considered for inclusion in the national park. Areas around Mt. Herðubreið, adjacent to the Nature Reserve are already under way to be included in the park along with sections of other state land along the river. The timeline for the process is uncertain at the moment, but the work is of high priority in the ministry.

2) Also, in its response of 29 November 2018, the State Party confirms that the Jökulsá á Fjöllum River is only partly protected by law, and that the Minister for the Environment and Natural Resources will officially confirm the protection of the whole river from hydro power development after a public consultation. Please provide an update on the status and progress on this issue to ensure that the entire nominated property is legally protected;

Protection of Jökulsá á Fjöllun from hydro power development in accordance with the Act on Nature Conservation and the Act on the Plan for nature protection and energy utilisation has been progressing very well. The public consultation process resulted in a number of comments regarding the river. The comments are being reviewed in the Ministry fro the Environment and Natural Resources and they will be responded to in the coming weeks. The Ministry intends to finish the whole process and have the entire river Jökulsá á Fjöllum protected by law from any hydro power development in May 2019.

3) Please specify how the State Party plans to address increases in tourism numbers and access demands and furthermore how the protection of geological values will be ensured, in the event of possible inscription on the World Heritage List.

Although the number of foreign tourists in Iceland has grown exponentially over the last decade or so one should keep in mind that:

- a) The increase has largely been outside of the main tourist season, so that tourist arrivals are now spread more evenly over the whole year.
- b) The mean stop-over time has shortened during the past years, so there is no direct connection between the increased number of tourists and increase in tourism pressure over the whole country.
- c) The increase does not spread evenly across the country. The greatest number is in the southern part, around Reykjavík and along the south coast. There is a lot of day tours along South Iceland and the Western part, particularly in the winter time. Only a small percentage of winter tourists visit the north and the east.

Considering the tourism development, the number of tourists and the tourist pressure has increased immensely along the South cost of Iceland and to some extent at certain easily assessable areas within the Southern part of the national park, especially in Skaftafell and Jökulsárlón. Some increase has also been noted in certain parts of the Northern Regions, notably at Dettifoss, but in no way of similarity to the Southern regions. However, there is only a slight increase in tourism in the highlands within the National Park, and far below that of the low-lying areas. The main reason is the accessibility of the Highlands, undeveloped road system requiring a four wheel drive cars with high clearance, and the short season of less than three months from July through September.

Other things that affect the number of tourists in the highlands of the National Park are those of primitive infrastructure and the limited services that are available. The highlands are not attractive to the same group of travellers, as the low land areas.

The management plan for the park sets the level of development and infrastructure through out the four regions of the park and there is an interest to identify more precisely different user groups and need for different zoning and development and infrastructure areas within the park. The current revision of the MP will consider and set up priority conservation areas and actions and infrastructure development to protect and maintain the integrity and the geological values within the nominated property in accordance with the nomination criteria. In addition to the management plan the establishment of a certification scheme for commercial operators and guides will

be the main tools to be able to properly manage tourism in the national park and maintain the natural heritage in a pristine stage.

4) IUCN has noted that there are two small quarries for road construction active within the nominated area which will be restored after use. Another quarry exists which predates the park. Please elaborate on plans and timeframes for the closure and restoration of these quarry sites.

All the quarries mentioned have been operated and used by the National Road Administration for the maintenance of the national road system. According to the NRA these quarries, except for one, have been have been closed and levelled out. The unfinished quarry contains some ready to use material that will be used for maintenance and reconstruction of the ring road after the winter. The quarry will then be levelled out and closed. The current Management Plan for the National Park does not cover the area around Breiðamerkurlón since the area was recently added to the national park. The park authorities are in the process of updating the whole management plan and extending it to the newly added areas. Authorities need to address and decide on the future of the quarries within the borders of Vatnajökull National Park.

Currently there are three quarries recognised within the national park boundaries by the local government and identified in the physical master plan for the community for the period 2012 to 2030. On the other hand, there are at the moment no operational permits for extracting materials from these quarries.

According to the NRA it is difficult to access suitable rock material for protecting the main ring road and the bridge across the river of Breiðamerkurlón. Constant maintainance work is needed to protect the road and the bridge from constant erotion by the river.

On behalf of the Ministe	er
Sigurður Á Þráinsson	