



United Nations
Educational, Scientific and
Cultural Organization

Organisation
des Nations Unies
pour l'éducation,
la science et la culture

World Heritage Patrimoine mondial

32 COM

Paris, 20 May / mai 2007
Original: English

Distribution limited / limitée

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-second session / Trente deuxième session

Quebec, Canada / Quebec, Canada
2 -10 July 2008 / 2-10 juillet 2008

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

Volcanoes of Kamchatka (Russian Federation) (N 765 bis) / Volcans du Kamchatka (Fédération de Russie) (N 765 bis)

29 August - 7 September 2007 / 29 Août – 7 Septembre 2007

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

☐ WHC-07/31.COM/7A

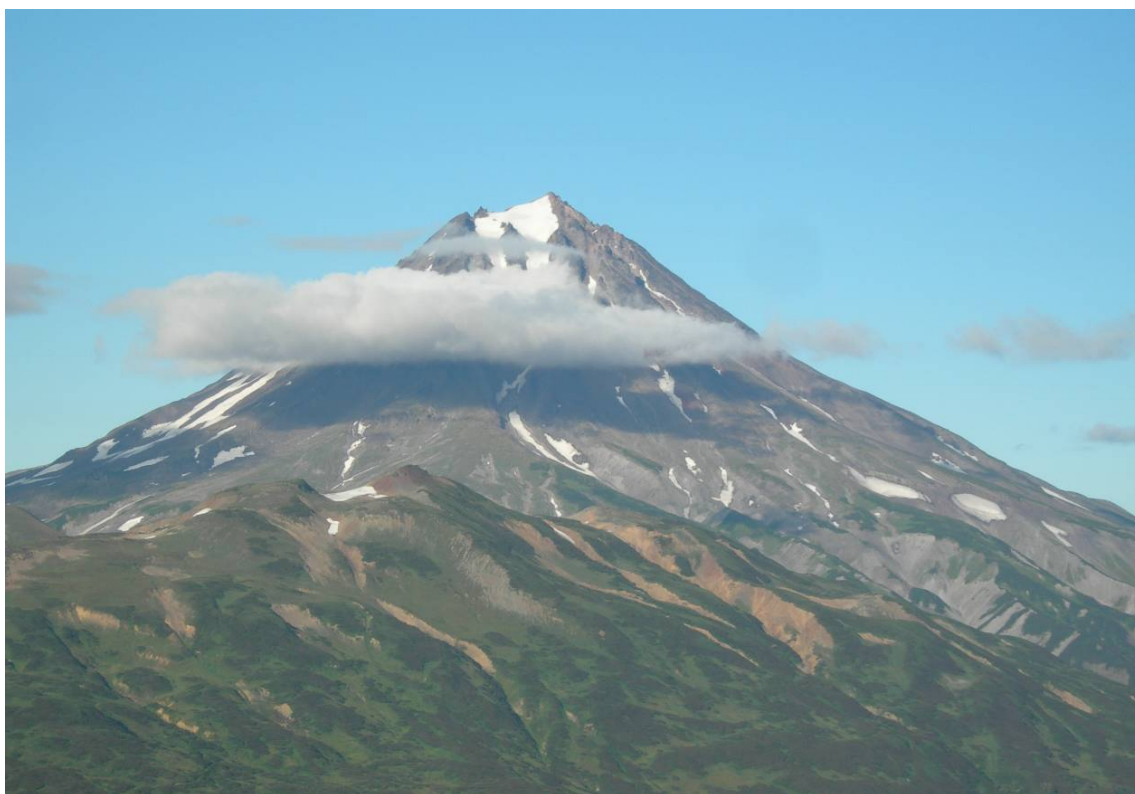
☐ WHC-07/31.COM/7A.Add

☒ WHC-07/31.COM/7B

☐ WHC-07/31.COM/7B.Add

MISSION REPORT

*Reactive Monitoring Mission to Volcanoes of Kamchatka
Russian Federation
29 August – 7 September 2007*



**Guy Debonnet (UNESCO World Heritage Centre)
David Mihalic (Consultant IUCN)**

November 2007

ACKNOWLEDGEMENTS

The Mission team would like to thank the Ministry of Natural Resources (MNR) of the Russian Federation, in particular Mr. Evgeny Gorschkov, head of the international department, and the Regional Administration from the Kamchatka Krai, in particular Vice Governor Vladimir Rybak, for the organisation of the mission. The team would also like to especially mention Mrs. Olga Krever of MNR and Mrs. Alevzina Poletaeva of Kamchatka Krai Administration, who accompanied the mission throughout its stay in Kamchatka, facilitated meetings with various experts, government officials, and stakeholders interested in the conservation and assisted in clarifying many of the complex issues. The mission team would also like to acknowledge with great appreciation support made available by the UNDP/GEF project “Demonstrating sustainable conservation of biodiversity in Kamchatka region”, which provided air and land transport helped organize the field visit, made arrangements and facilitated many of the meetings. Special thanks also to Mr. Nikolai Maleshin, project manager and Mr. Andrey Starikov, project assistant for the UNDP/GEF project.

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	2
TABLE OF CONTENTS	3
EXECUTIVE SUMMARY	4
1. BACKGROUND TO THE MISSION	7
2. INSTITUTIONAL AND LEGAL FRAMEWORK.....	8
3. IDENTIFICATION AND ASSESSMENT OF MANAGEMENT AND CONSERVATION ISSUES	9
3.1 Management Issues	9
3.1.1 Management regime, legal status and jurisdiction over the Property.....	9
3.1.2 Management Planning	10
3.1.3 Boundaries of the Property.....	12
3.1.4 Staffing and Budget.....	12
3.1.5 Tourism and visitor services management	14
3.1.6 Management of the impact of the June 2007 landslide in the Valley of Geysers (KSNR) ..	16
3.2 Conservation Issues	17
3.2.1 Mining.....	17
3.2.2 Salmon Poaching	18
3.2.2 Roads and access.....	19
3.2.4 Other conservation issues	20
4. ASSESMENT OF THE STATE OF CONSERVATION OF THE PROPERTY	23
5. CONCLUSIONS AND RECOMMENDATIONS	24
Management of the Property	24
Conservation issues	25
ANNEXES	26
Annex 1: Decisions of the World Heritage Committee at its 30 th and 31 st session	27
Annex 2 Terms of Reference of the mission.....	28
Annex 3: Itinerary and programme of the mission	29
Annex 4: Maps	31
Map 4.1 Geographical situation of the 6 components of the property.....	31
Map 4.2 Zoning in KSNR.....	32
Map 4.3 Zoning in SKWR.....	33
Map 4.4: Zoning in BNP	34
Map 4.5: Zoning in NNP	35
Map 4.6 Road and ATV tracks in BNP	36
Map 4.7 of BNP showing boundaries of important mineral deposits	37
Map 4.8 of NNP showing boundaries of important hydrothermal deposits.....	37
Annex 5: Acronyms	38

EXECUTIVE SUMMARY

From 30 August to 07 September 2007 a joint UNESCO/IUCN monitoring mission visited the *Volcanoes of Kamchatka World Heritage Property* in accordance with the decision 30 COM 7B.25 of the World Heritage Committee taken in July 2006 (Vilnius, Lithuania).

The mission had discussions in Moscow with officials of the federal ministry of natural resources (MNR), the Director and staff of the UNESCO Moscow office and stakeholders and then travelled to Kamchatka Krai, where it was able to conduct field visits to four of the six components of the serial Property: Kronotskiy biosphere reserve (KSNR), South Kamchatka Nature Park (SKNP), Bystrinskiy Nature Park (BNP) and Nalychevo Nature Park (NNP). The mission team also met with Kamchatskiy regional administration officials, staff of the UNDP-GEF project in support of four of the six sites, several site managers and field staff, scientists, representatives of indigenous groups and a wide range of stakeholders including NGOs. At the end of the mission two debriefings were given to regional authorities including the Vice-Governor, federal and regional authorities as well as the Vice Minister of MNR and other ministry officials who were visiting.

The mission team found that the Outstanding Universal Value (OUV) for which the Volcanoes of Kamchatka were inscribed on the World Heritage List is still present. Moreover, the mission team noted that these values are, for the moment, not imminently threatened. Nevertheless, the mission identified some important issues related to the management and integrity of the Property, which if not addressed by the State Party in the near term (2-3 years) may jeopardize in the future its OUV and the fulfillment of the Conditions of Integrity.

Concerns were raised about the current management regime of the 4 regional nature parks included in the Property, of which the protection status seems insufficient to guarantee an optimal conservation and protection of its OUV. Certain legal questions in relation to their creation and status also remain pending. As ownership over the federal lands in the nature parks has not been transferred to the regional administration, nature parks are subject to a complex jurisdiction, which results in different agencies at federal and regional level being in charge of different natural resources in the park. Whilst the mission noted that most staff of the nature parks as well as responsible staff of the regional administration is extremely dedicated to the conservation objectives of the parks, the current management set up does not allow them to take the necessary measures to achieve these objectives and obliges them to try to obtain them through a constant negotiation process with these agencies.

Whilst the 4 protected areas supported through the UNDP/GEF project have approved management plans, no specific mentioning is made to their World Heritage values in terms of their conservation objectives. Furthermore, there is no management framework or joint management plan which could ensure that all components of the Property are managed for the conservation of its OUV and underlying integrity.

The mission was also informed that whilst boundaries for the nature parks had been defined at the time of their creation, these boundaries were not precise enough and needed to be translated in geographical coordinates.

The mission noted that substantive progress was made since the previous mission in 2004 in increasing the staffing and budget of the 4 Nature Parks, but that the budget of the federal protected areas had decreased slightly. The mission feels that measures need to be taken to further increase staffing and especially close the funding gap for the property.

The mission also reviewed tourism pressures and management in the Property. It found that current visitor management in KSNR is adequate and avoids negative impact on the Property but recommends that further increases in visitation be studied carefully, in particular the resulting needs in increased infrastructure. In the nature parks, efforts have been made since the previous mission to increase visitor facilities and information and progress was made in regulating and managing tourism activities and increasing benefits to local communities. However, concerns were raised about plans to open parts of the strictly protected zone in NNP for recreation.

The mission assessed the effects of the massive landslide of June 2007 in the Valley of Geysers in KSNR and concluded that landslides were a normal phenomenon in the natural geological and

ecological dynamics of the Property. Therefore, no further human intervention was recommended in order to allow the natural restoration process to take its course.

The mission reviewed some important conservation issues with possible impact on the property. The mission is concerned by continued discussions on valorizing the mining potential inside the Property as well as other extractive uses, such as the exploitation of geothermal resources, but was satisfied by assurances from MNR and the regional administration that there are currently no plans to start such exploitation for at least 10 years. The mission noted continued reports on declining salmon populations as a result of poaching, but due to a lack of data, was unable to evaluate its impact on the OUV of the Property. It was also informed about efforts by the regional administration to strengthen law enforcement and to better protect key spawning areas in the peninsula by the creation of new salmon wildlife refuges. The mission was also informed that in BNP, fish ladders to bypass the hydropower station on the Bystraia river were not working properly, hampering upward salmon migration on the river.

The mission was concerned by the increasing accessibility of the property, as a result of the increasing availability of helicopter access, all terrain and off-road vehicles and snow mobiles and recommends the development of comprehensive access policy for the entire property, based on experiences in NNP. The mission noted concerns by indigenous people over the decline of populations of snow sheep and sable and lack of transparency in the attribution of hunting blocks. It was pleased with efforts to rationalize bear hunting quota for the Kamchatka peninsula, through the development of better bear population census techniques but also research on the interaction between salmon and bear populations.

The mission also reviewed the issues of logging and forest fires and the construction of the Mutnovsky geothermal power plant but concluded that these had no significant impact on the OUV and integrity of the property. The planned construction of the gas pipeline, which will not cross the property, will also have no direct impacts on the property, but as it is crossing several salmon spawning areas, might affect salmon populations in the peninsula.

In conclusion, the mission notes that issues of access, visitor use and tourism development, poaching, mixed management authority, lack of attention to resource problems and relations with indigenous people are all the result of the overarching, more complex management, governance and land-rights issues. A comprehensive management framework and a joint management plan combined with common natural resource management objectives, adequate investments for implementation and appropriate oversight could address these access and resource use issues in an appropriate manner.

The main recommendations of the mission therefore pertain to management issues:

- Upgrade the protection regime of the regional Nature Parks, either by upgrading them to National park status, as originally foreseen by the State Party, or by revising the zonation of the nature parks, to better conserve the OUV of the property, and in particular its biodiversity values.
- Institute a management structure and institutional strategy for the Property, which can ensure that all resources in the Property are managed with the objective of conserving the OUV of the Property and its integrity.
- Develop a joint management plan and management framework for the entire Property, defining its management objectives based on its OUV and associated conditions of integrity, setting common standards for management to maintain the World Heritage values and define planning and management responsibilities for the different management entities.
- On this basis, develop or revise the management plans for each of the six components of the Property, that detail how each will be managed to maintain the values for which the whole property was inscribed as well as how these plans will be resourced to ensure their implementation.

The mission further proposes that the State Party considers addressing the issue of joint management plans, management frameworks and management standards for all natural World Heritage properties in Russia composed of federal and regional protected areas through a national law for the management of natural World Heritage properties that meets the State Party's obligations to the

Convention. This would set the legal framework for federal authorities to oversee the management of protected areas included in World Heritage properties, whether under federal or regional jurisdiction, and set standards for their management and protection that meet the Operational Guidelines and conserve the various sites' OUV.

The mission further made specific recommendations on boundary issues, staffing and budget, tourism management and the restoration process in the Valley of Geysers.

Following important recommendations are proposed on key conservation issues, in particular mining, salmon poaching and accessibility of the property:

- Submit to the World Heritage Committee, in accordance with article 172 of the *Operational Guidelines* the environmental impact assessments that have been (or may be in the future) prepared for the existing mining and exploration projects situated near the boundaries of the Property, including any new, planned or proposed mining areas.
- Monitor on-going mining, gas pipeline, and mineral or geothermal exploration activities close to the boundaries of the Property closely to ensure that the highest environmental standards are used and avoid impacts on the Property.
- Not to propose a boundary change to the Property purely to accommodate mining operations, as already recommended by the 2005 mission.
- Report on the state of conservation of the salmon populations in Kamchatka as a whole and in particular as they relate to the Property and that this report be timely made available to the World Heritage Committee to be considered along with the report of this mission.
- As part of the proposed overall management framework, establish an access policy for the entire Property, based on a generalization of access control and limiting accessibility by limiting and regulating ATV road access as well as limiting helicopter access to clearly established landing areas.

The mission also developed some specific recommendations on the above mentioned and other conservation issues in the property which are detailed in the report.

The mission recommends that the property be closely monitored, at least until such time as real change is evidenced by positive concrete steps taken in management direction, structure and planning.

1. BACKGROUND TO THE MISSION

The Volcanoes of Kamchatka World Heritage site was inscribed on the World Heritage (WH) List at the 20 session of the Committee (Merida, 1996) as one of the most outstanding volcanic regions in the world on the basis of natural criteria N (i), (ii) and (iii) (currently (viii), (ix) (vii)). The property was inscribed as a serial property, composed of 5 different protected areas, (Kronotsky Strict Nature Reserve (KSNR), South Kamchatka Wildlife Refuge (SKWR), and Bystrinsky (BNP), Nalychevo (NNP) and South Kamchatka Nature Parks (SKNP). At its 25th session (Helsinki, 2001), the Committee extended the serial property with a sixth component (Kluchevskoy Nature Park - KNP) and decided to inscribe the property also under natural criterion N(iv) (currently (x)) to recognize its importance for biodiversity, in particular the diverse range of palearctic flora, the world's greatest known diversity of salmonid fish, and the presence or rare and endemic species. Map 4.1 ([annex 4](#)) presents an overview map of the Property.

At the time of inscription in 1996, the Committee noted the proposed mining projects near one component of the property (BNP) as well as the need to strengthen its management capacity. In 1997, IUCN sent a mission to the property at the invitation of the State Party, which reviewed the proposed mining project. The mission indicated that the mine would not be visible from the property and would not affect any drainage system. The Committee at its 21st session (Naples, 1997) invited the State Party to provide additional information on the environmental impact analysis that was carried out.

At its 24th (Cairns, 2000) and 25th (Helsinki, 2001) sessions, the Committee expressed concerns about a number of conservation issues, including reports on increased salmon poaching, excessive bear hunting, reports on planned boundary changes to allow additional mining activities, the construction of a gas pipeline which could threaten important salmon spawning areas, the construction of a geothermal plant next to SKNP and the construction of a road through the BNP. The Committee requested a detailed report from the State Party on all these issues and to invite a UNESCO/IUCN mission. This request was reiterated at the 27th session (Paris, 2003).

A joint UNESCO/IUCN visited the property at the invitation of the State Party from 25 to 30 May 2004. The mission assessed the state of conservation of the Property and proposed a number of recommendations, which were adopted by the Committee at its 28th session (Suzhou, 2004).

At the 30th session of the Committee (Vilnius, 2006), the Committee requested another mission to again assess the State of Conservation of the Property and to follow up on the assessment and recommendations of the 2004 monitoring mission. As a result of logistical and time constraints, this mission could not take place before the 31st session. The decisions of the Committee relating to this mission (31COM7B.26 and 30COM7B.25) can be found in [annex 1](#). The Terms of reference of the mission can be found in [annex 2](#).

The mission took place from August 29 to September 7, 2007. The mission team was composed of Guy Debonnet, programme specialist natural heritage at UNESCO World Heritage Centre and David Mihalic, consultant for IUCN. The mission team was able to visit four of the six components of the serial site (KSNR and the nature parks SKNP, NNP and BNP). The team also met with federal and regional authorities responsible for the management of the property, several site managers and field staff, staff of the UNDP/GEF project in support of 4 of the 6 sites, scientists and various stakeholders including representatives of indigenous communities and environmental NGOs. At the end of the mission, two separate debriefing meetings were held, one for Vice Minister Anatoly Temkin, Ministry of Natural Resources of the Russian Federation and one with Mr. Vladimir Rybak, Vice Governor of the Kamchatka Krai and staff from regional and federal government agencies in Kamchatka. A detailed programme of the mission and list of people met can be found in [annex 3](#).

2. INSTITUTIONAL AND LEGAL FRAMEWORK

The World Heritage property “Volcanoes of Kamchatka” (the Property) is a serial property composed of six different components: two are federal protected areas (Kronotsky Strict Nature Reserve (KSNR) and South Kamchatka Wildlife Refuge (SKWR)) and four are regionally administered nature parks (Bystrinsky (BNP), Nalychevo (NNP), South Kamchatka (SKNP) and Kluchevskoy (KNP)).

The two federal protected areas are under the direct authority of the Federal Ministry of Natural Resources and are managed by one management authority. KSNR is a strict nature reserve, corresponding to IUCN category Ia¹. The site was also designated in 1984 as a UNESCO biosphere reserve. SKWR is a wildlife refuge corresponding to IUCN category IV².

The four regional protected areas are under the jurisdiction of the regional government of the Kamchatka Krai and are managed by four different protected area authorities under the Department of Nature Resources and Environmental Protection of the regional administration. According to the nomination file, the current status of nature parks corresponds to IUCN category V³.

The protected areas of the Property are governed by the national protected area legislation, in particular the federal law “On environmental protection” dating back to 1991 but updated in 2002 and federal law “On specially protected natural areas” of 1995. The first law defines standards for environmental quality, makes provisions for the protection of biota and provides a basis for federal protected areas and activities permitted in them. The protected area law regulates the organization, protection and use of protected areas. In addition to the already recognized forms of protected areas, the law enabled the establishment of regional level nature parks and other types of protected areas. The law also stipulates that fines collected in federal protected areas are to be designated to the protected areas themselves.

At regional level, the regional law 121 “On specially protected areas of the Kamchatka region” of 1997, altered in 2006 regulates the establishment, organization, protection and utilization of specially protected natural areas. The law establishes the framework for the preservation of unique natural areas under four designations: 1) nature parks 2) wildlife refuges 3) natural monuments and 4) medicinal and healing areas. The law mandates the conservation and/or sustainable-use of the biological resources within these areas. The law also requires Nature Parks to “establish the conditions that allow for traditional resource use practices by indigenous peoples of Kamchatka Oblast for their incorporation in the natural, scientific, educational, and recreational goals of the park.” The law, however, does not clarify how these protected areas are to be managed as part of the overall landscape, nor does it provide for cooperative agreements between regional and federal authorities for increased collaboration.

¹ Strict Nature Reserve: protected area managed mainly for science.

² Habitat/species management area: protected area managed mainly for conservation through management intervention.

³ Protected Landscape/seascape: protected area managed mainly for landscape/seascape conservation and recreation.

3. IDENTIFICATION AND ASSESSMENT OF MANAGEMENT AND CONSERVATION ISSUES

The mission identified the following management and conservation issues.

3.1 Management Issues

3.1.1 Management regime, legal status and jurisdiction over the Property

As mentioned under 2, the serial site is composed of 6 protected areas under a very diverse management regime ranging from the strictly protected area to managed landscapes. It needs to be recalled that in the original nomination, the State Party had stated that the 4 regional Nature Parks would become federal protected areas with the status of National Parks (IUCN category II⁴). The mission was informed that the State Party currently had no plan to change the status.

The mission believes that the current management regime of the nature park is insufficient to guarantee the optimal conservation and protection of the values for which the Property was inscribed. In particular, since the re-nomination for biodiversity values (N(iv) or (x)) it is necessary to create larger protection zones in the sites where resource use is restricted to conserve its unique biodiversity. Whilst an upgrading of the management regime to National Park status, as proposed in the original nomination would be an ideal way of achieving this, it could also be possible to achieve the same results through the development of a targeted zoning of the regional parks, based on the need to protect the values of the site and in particular its biodiversity.

Currently, a zoning plan was developed for 2 of the 4 regional parks, as part of the exercise to develop management plans for these sites (see also 3.1.2), but this zoning seems to be motivated more to legitimize existing resource uses and the interests of various stakeholders and government agencies rather than to conserve the World Heritage and other conservation values.

The mission was informed that some questions regarding the legal status of the 4 Nature Parks remain pending. For example, at the time of their creation, the procedure of seeking approval from all federal agencies in charge of the management of different resources had not been completed, including the necessary approval by the Federal Geological Agency. It was not immediately clear to the mission what the possible consequences of this situation are, but the representatives of MNR ensured the mission that efforts were underway to address this issue and that the legality of the 4 protected areas was not questioned as a result of this situation.

The management of the property is further complicated by the complex jurisdiction over the Nature Parks. The 2004 mission identified concerns regarding the transfer of full legal jurisdiction to the Kamchatka Regional authority and the inability of park authorities to manage their areas' natural resources. This mission found that no progress was made in addressing this issue, which is very complex indeed and is a serious obstacle to the management of the property for its OUV.

The mission discovered that whilst the four Nature Parks had been created as regionally protected areas by the regional authority, the property rights over the areas remain at the federal level. Furthermore, the transfer of land ownership is currently not sought by the regional authorities since such a transfer would result in a loss of federal funding for the region for the management of these lands. As mentioned above, at the time of nomination of the Property, the State Party had announced that it planned to transform the regional parks into federally managed National Parks, which would also clarify their legal status.

The mission was informed that none of the four Nature Parks have been registered in the national land registry (cadastre), further complicating the question of jurisdiction. The mission also learned that the situation in Kamchatka is not unique. The Russian Federation continues to evolve management responsibility for protected areas between federal and regional authorities. The mission learned that there are 50 nature parks in Russia and in only 4 cases has land ownership been transferred to the regions. Moreover, there are 35 national parks and only 25 percent have been registered in the national land registry. Consequently, different authorities have different interests in the lands designated as protected areas, including their "protected" status.

⁴ National Park: Protected area managed mainly for ecosystem protection and recreation

As a direct result of this, the regional protected area management authorities that were set up to manage the 4 nature parks have limited or no jurisdiction over the management of the natural resources in their protected areas. As land in the nature parks is still under federal ownership, all natural resources are under the responsibility of different federal agencies and managed according to the objectives of these agencies and not to specific conservation objectives of the parks or even less so of the World Heritage property. At best, protected area managers can lobby the federal agencies to bring the management of the resources more in line with the conservation objectives of their parks. This means that in practice, important resources and values of the nature parks, such as forests, wildlife and salmon are not managed by the protected area agency but remain under the responsibility of the federal forest department, the wildlife agency or the fishing agency⁵. It is these agencies who decide on the use of the resources, set quota and deliver licenses (hunting licenses, fishing licenses, etc.) and receive the income generated by their use.

In some cases, agencies report to a different federal ministry. In the case of salmonid fish, a key resource in terms of the OUV of the property and for the integrity of the ecosystem, the responsible agency reports to the federal Ministry of Agriculture, which manages salmon for its commercial value (especially the production of red caviar) regardless of whether a salmon stream is located within or outside of a protected area. Whilst the mission noted that staff of the nature parks as well as responsible staff of the regional administration are extremely dedicated to the conservation objectives of the parks, the current management scheme does not allow them to take the necessary measures to achieve these conservation objectives and obliges them to try obtain them through a constant negotiation process with these other agencies. Thus, there is no direct ability by the managers of the nature parks or even the regional authorities to ensure conservation of the values and integrity of the Nature Parks through management intervention.

The mission considers that the current situation seriously jeopardizes the ability of the State Party to conserve and manage the protected areas that comprise the Property in accordance with its Outstanding Universal Value (OUV) and recommends strongly that this situation be urgently addressed. The mission notes that at the time of nomination, the State Party declared in the nomination file that the four regional protected areas included in the property would be transformed into federally managed National Parks. Since the management of federal protected areas is implemented by a specifically designated federal management authority in accordance with the conservation objectives of the protected area and with full control over the management of its natural resources, this would adequately address this concern. However, other legal or institutional frameworks may achieve the same objective. The Baikal Legislation and Baikal Commission that govern the management of the Lake Baikal World Heritage property is a possible model. This concern could also be addressed through specific national legislation on the management of natural World Heritage properties, which could potentially solve this issue for all such properties in the Russian Federation, not just the Volcanoes of Kamchatka. Whichever solution is adopted, it is extremely important that it allows for a management of the entire World Heritage property in accordance with its OUV and conservation objectives.

3.1.2 Management Planning

As already mentioned in the 2004 mission report, management plans were developed for four of the six protected areas (KNP, SKWR, BNP, NNP) in 2003 as part of a UNDP/GEF project for the period 2004 to 2008. Since then, these plans were approved by the regional authorities for BNP and NNP and by MNR for KNP and SKWR. No progress was made in the development of management plans for the two other sites. The revision of the existing management plans, which will cover the period 2009-2013 is planned in 2008 in the framework of the project.

The mission was able to review the English summary of the existing management plans. Whilst the plan refers to the designation as a World Heritage site, no specific mention is made to the World

⁵ In some cases, the day to day management of the resources has been transferred to newly set up regional management agencies, as is the case with forest resources (since 2007) and wildlife resources (planned as of 2008), but even then the federal agencies retain responsibility for all decisions over the resources, with the regional authorities mainly in charge of implementation. Even in those cases, the day to day management of the concerned resources in the nature parks is not under put under the responsibility of the different nature park management agencies but of those newly created regional management agencies.

Heritage values in terms of the conservation or park management objectives. The plans also do not foresee any management coordination with the other serial parts of the Property.

The management plans established a zoning plan for each of the 4 properties, which specify different management zones and their management regime. This zoning is key to assessing the level of legal protection of the natural resources in the protected areas.

In KSNR (1,142,134 ha), the zoning scheme provides for 4 different zones (see map 4.2 in annex 4): a total protection zone (136,155 ha) to protect areas of fragile biodiversity, a strict protection zone (762,075 ha), a zone of scientific interest (47,802 ha), where research and monitoring is taking place and a zone for restrictive use (60,502 ha) where limited tourism activities are allowed and where park infrastructure and limited resource use by park staff (fishing, fuel wood harvesting and harvesting of wild plants) is allowed. In line with the status of a strictly protected area, 95 % of the KSNR is thus governed by very strict protection regimes.

The SKWR has 4 different zones (see map 4.3 in annex 4). The strict protection zone and the research and experimental zone are under strict protection regimes, only allowing research in the second, and cover more than 80% of the reserve. A tourism and recreation zone was also created to allow for visits to the Kurilskoe Lake, two geo-thermal springs, a 1-day visitor circuit and the access road to a research station. A number of small zones of limited economic use allow for controlled harvesting of plants and driftwood as well as grazing and gardening by staff of the reserve and local communities.

The situation is very different in the regional Nature Parks, as a result of their management regime corresponding to IUCN category V. Both BNP and NNP (maps 4.4 and 4.5 in annex 4) do not have a strict protection zone comparable to the federal areas, where no activities are allowed. The zone of highest protection (confusingly called strictly protected zone in the management plan) has as a conservation objective “conservation of natural heritage in conjunction with strictly regulated recreation and economic uses”. The management plan provides for this zone a limited list of forbidden activities⁶, but only in the case of BNP⁷ a list of permitted uses is provided (reindeer grazing, professional and sports hunting and travel) and it is not clear if this list is complete. This “strict protection zone” currently covers 40% of NNP but only 20% of BNP. The larger part of both sites (approximately 50% in NNP and close to 60% in BNP) is designated as recreation zone, allowing outdoor tourism activities such as hiking, skiing, mountaineering, horse riding and other activities. In the recreation zone also hunting, fishing and technical forest interventions (“to allow for improvement of the sustainability of the woodlands and their aesthetic value”) are possible, in accordance with the general regulations of these activities in Kamchatka. Both sites also have areas for traditional use belonging to indigenous people and some economic zones⁸ and service zones where park infrastructure and facilities are located. The mission was also informed that in NNP the zoning scheme in the management plan is currently being revised. It is planned to open some parts of the “strictly protected zone” to allow recreation activities such as heli-skiing and for traditional use by indigenous communities. According to NGO representatives, heli-skiing in the protected zone has already led to snow sheep abandoning certain areas.

Whilst individual management plans exist for 4 of the 6 components, there is currently no management framework or joint management plan for the whole Property which could ensure that all components of the Property are managed for the conservation of its OUV and its integrity. Although site managers are in informal contact, there is also no formalized coordination mechanism between the management components of the Property. A comprehensive management regime among all six components of the Property is therefore lacking.

⁶ In BNP, the list of forbidden activities only includes construction, walking with dogs without leashes during the reproduction season, traffic outside roads, overnight camping by tourists. In NNP the list is more extensive and includes disturbance of soil cover, hunting on certain species including snow sheep, fishing, hay making, picking wild plants and berries.

⁷ The BNP strictly protected zone includes one wildlife refuge area, which predates creation of the park, and where no hunting is permitted.

⁸ In NNP there are 2 rivers where industrial licensed fishing is allowed, and an area in the east close to Petropavlovsk where traditional mass picking of berries, mushrooms and plants is allowed. In BNP, this includes the settlements of Ezzo, Anavgai and Kekuk, as well as important roads and service areas for the settlements, including a hydropower plant.

The mission feels that the current level of management and management planning is insufficient. A joint management plan and framework needs to be established for the entire Property. This management framework needs to define management objectives for all natural resource components of the Property based on its OUV and the associated conditions of integrity to ensure maintaining OUV and a set common standards for its management, and define planning and management responsibilities for all its federal and regional management entities. On the basis of the joint management framework for the overall Property, new specific management plans for each of the six components of the Property should be developed that detail how each will be managed to maintain the values for which the whole Property was inscribed as well as how these plans will be funded to ensure its implementation. The updating of the four existing management plans, foreseen in 2008 in the framework of the UNDP/GEF project presents a good opportunity to embark on this more comprehensive planning exercise.

The mission feels that the current protection status, equivalent to IUCN Category V, of the 4 Nature Parks is insufficient to protect its OUV. In particular, since the re-nomination of the property under natural criterion N(iv) or new criterion (x), it is necessary to increase the protection status in order to adequately conserve its biodiversity values. The mission recommends to upgrade the management regime of the four Nature Parks to National Parks (IUCN Category II), as was proposed in the original nomination file. However, if that is not feasible, the zoning of the parks should be reviewed to better conserve the values of the Property. The mission feels that the current zoning is not based on conservation needs but rather reflects existing land use before the parks were created as well as the resource use interests of other government agencies. In addition to the problems of mixed jurisdiction (see 3.1.1), this results in a very weak protection status. A new zoning will have to be based on the protection of the OUV and the associated conditions of integrity to ensure maintaining these values, whilst at the same time securing legitimate resource rights of the local communities and indigenous groups. In particular, it will be necessary to secure wildlife refuge areas where no hunting is allowed for the conservation of key species (bear, salmon, snow sheep, sable). Permitted and non permitted activities will need to be clearly established for each zone. The mission does not feel that strengthening the zoning would jeopardize the development of ecologically sound and sustainable tourism activities.

3.1.3 Boundaries of the Property

The mission was requested in the ToR to clarify some of the confusion concerning the components and boundaries of the Property. The mission revealed that between the presentation of the first nomination file and the evaluation of the property, a number of boundary changes occurred (i.e., exclusion of Aginsky mining zone from BNP, creation of a "mining corridor", creating two blocks in SKNP to allow for mining exploration activities). Furthermore, the IUCN evaluation requested to exclude the Southwest Tundra Wildlife Refuge from the nomination as it did not fit in the concept of the proposed serial site. According to the Kamchatka regional authorities, a revised nomination file was submitted by the State Party, taking into account these changes. However, at the time of the extension of the Property to include KNP, the Centre mistakenly listed the Tundra Reserve as part of the Property in the decision approved by the Committee.

The mission finds that there is no doubt on the approved components or boundaries of the Property. The Centre, in cooperation with IUCN and the State party as part of the retrospective inventory work, should ensure that the documentation in the Centre reflects the Property as inscribed by the Committee.

The mission was also informed that whilst boundaries for the nature parks had been defined at the time of their creation, these boundaries were geographically not very precise and needed to be translated into geographical coordinates.

The mission recommends that the State Party precisely fixes the boundaries of the property based on the nomination file, by translating them into geographical coordinates.

3.1.4 Staffing and Budget

The State Party report of 31/01/2006 provided details on the current staffing and budget situation of the protected areas in the property. These figures were still valid at the time of the mission.

Total staffing numbers for the 4 Nature Parks have increased slightly since 2004 from 20 to currently 36. Figures also demonstrate an important imbalance between the different nature parks, with 17 staff members for NNP but only 5 staff for SKNP. Whilst staffing numbers remain insufficient for the extent of these protected areas, the steady increase in numbers since their creation demonstrates the commitment of the regional administration for the management of these sites.

Staffing numbers in the federal protected areas have actually decreased since 2004 down from 70 to currently 62. This seems to be related to the difficulty of filling inspector (ranger) positions because of poor salary conditions, which results in 10 out of a total of 31 inspector positions currently being vacant.

Protected area administration	Staffing numbers		
	2005	2006	2007
KSNR and SKWR	62	62	62
NNP	15	16	17
BNP	4	6	8
KNP	2	4	6
SKNP	2	3	5
Total	85	91	98

Current funding for the property stands at Rubles 43,920,000, equivalent to US\$ 1,780,000. This includes government funding, received income and grant and donor funding. Since the 2004 mission, budget allocation from the Kamchatka government to the Nature Parks also increased significantly, by almost 5 times. With Kamchatka being one of the poorest regions of the Russian Federation, this increase is a clear demonstration of the engagement of the regional authorities for the conservation of the property. Whilst this development is very encouraging, it needs to be noted that many management costs have also significantly increased. A good example are the rental costs for helicopter flights, crucial to access the protected areas, which now cost more than US\$ 2000 per flying hour.

An extremely worrying development is that federal allocations for KSNR and SKWR have plummeted in 2005, just after the previous mission. While allocations have increased again in 2006 and 2007, they are still lower than in 2004. It is striking that the funding from the regional administration has now outpaced federal funding for the property.

Protected area administration	Total budget allocation (thousands of RuR)			
	2004	2005	2006	2007
Federal (KSNR and SKWR)	18300	10607	17133	16965
Regional (BNP, KNP, NNP, SKNP)	5691	6991	25933	26955
Total	23991	17497	43068	43920

It also needs to be noted that since the nature parks are still on federal land and the parks administration has no full control over the resources (see 3.1.1), fees and taxes on resource use (such as salmon fishing or game hunting) are still going to the respective federal administrations and are not perceived by the nature park administrations.

In spite of overall budget increase, the conservation funding gap remains important. UNDP/GEF estimates the funding gap at US\$ 700,000 per year. Outside donor funding, which is included in the above figures, remains extremely important to bridge this gap. Four of the six serial components of the property received substantial funding through the project "Demonstrating sustainable conservation of biological diversity in four protected areas of Russian Kamchatka Oblast", implemented by UNDP with support from GEF and CIDA. Substantial support is also received from several NGO, in particular WWF. Direct grant and donor funding in 2007 for the Nature Parks is estimated at 4 Million Rubles equivalent to US\$ 161,470. It is clear that this outside funding is crucial for the conservation of the Property. In this respect, it is especially unfortunate that the UNDG/GEF/CIDA project is only targeting 4 of the 6 components of the property. It is also a concern that funding might diminish substantially after the finalization of the UNDP/GEF project, planned for end of 2008.

To provide a long term solution for bridging this funding gap, the UNDP/GEF/CIDA project had taken an initiative to develop a Kamchatka Biodiversity Conservation Trust Fund. Unfortunately, this initiative has been hampered by the complicated legal framework in Russia and UNDP and the MNR are currently considering terminating the trust fund initiative.

Whilst substantive progress was made since the 2004 mission in increasing the staffing and budget of the 4 Nature Parks, the budget of the federal protected areas has decreased slightly. The mission feels that measures need to be taken to further increase staffing and especially close the funding gap for the property. It is unfortunate that the efforts to set up a trust fund mechanism for the property have not succeeded, whilst there seems to be good possibilities to capitalize such a fund through alternative funding mechanisms such as taxes on tourism and resource use in the property.

It should also be noted that the important increase in world prices for oil, gas and minerals has made the Russian Federation an increasingly wealthy State. While this might, in the short term, impact its illegibility for international donor funding, it should present a unique opportunity to increase strategic investment in nature conservation.

3.1.5 Tourism and visitor services management

The Kamchatka peninsula is becoming increasingly important as a tourist destination. Tourists mainly visit Kamchatka to enjoy its natural heritage and for trophy hunting (mainly bear and snow sheep) and sports fishing. Increasingly, winter sports tourism is also developing, with cross country and helicopter skiing. Eco-tourism development is therefore an important opportunity to develop the local economy in a way that respects the peninsula's unique natural heritage.

The majority of arriving tourists still come from the Russian Federation, but foreign tourist numbers are steadily increasing, mainly from USA, Japan and Germany. Visitor numbers to the Property have risen from 16989 in 2005 (of which 2029 foreign tourists) to 28720 in 2006 (of which 4507 foreign tourists). Currently the UNDP/GEF project is conducting a visitor survey at the airport, which will provide more insights in tourism dynamics.

Through the UNDP/GEF project and with the help of NGOs such as WWF, important efforts have been undertaken to further develop eco-tourism based on the Kamchatka protected areas network. Numerous information materials were produced, including a Kamchatka tourism and visitor guide (*the Kamchatka explorer*), which is updated annually and made available free to arriving visitors. A website was also developed (www.kamchatkatourism.com) providing information on the protected areas and locale culture and practical information for visitors. Information leaflets and maps on the individual protected areas were also produced and visitor centers constructed. The mission notes that whilst in these materials and also the information provided in the visitor facilities often refers to the World Heritage status of the individual protected areas and displays the logos of the World Heritage Convention and UNESCO, there is generally, little or no information on how these protected areas are part of one World Heritage property and on the values for which the property was inscribed.

Whilst the increase in tourism can demonstrate how the Property can contribute to local economical development, increased visitor streams might also put additional pressure on the property and need to be carefully managed. Tourism and visitor management differs between the different components of the Property according to their respective management regime and other factors.

In KSNR, tourism is not allowed because the site is classified as a strict nature reserve where access is strictly regulated. However, controlled "excursions" (without overnight stay) are allowed to a limited number of visitor attractions. These visitor attractions are visited by helicopter tours⁹ that are available. The two most important visitor attractions are the Valley of the Geysers and Uzon Caldera. While these areas already had some development for supporting scientific research (field stations, overnight facilities for researchers, etc.) there has been additional development to support the tourist excursions.

⁹ As in the 2004 mission, one helicopter company still has the monopoly on flights into KSNR. The current license will expire this year and the management authority plans to break the monopoly and allow 2 companies to make the flights, identified through a public tendering.

This includes several landing pads (constructed of pierced steel plate) for the MI-8 former military helicopters used for tourist transport¹⁰.

The number of visitors is currently limited to 3000¹¹ people per year. This figure was based on an impact assessment done in the framework of the UNDP/GEF project, which set the maximum number at 7000 people per year. To “be on the safe side,” the quota was arbitrarily reduced to 3000 but discussions are under way to increase it to 5000. Tourists pay fees¹² to visit these sites and appear to be both impressed by the geological features (in particular the geysers, mud-pots and fumarols) as well as the characteristic fauna and flora (Kamchatka brown bears are regularly seen in both locations). Visitation at both sites is highly managed. Visitors are only allowed a limited time in the area and visits are only allowed with a guide. Guides provide information on the fragility of the site and existing regulations. All litter is flown out by helicopter. To avoid disturbance of the fragile vegetation and ecosystem, boardwalks were constructed. Simple pit toilets are all that are provided for visitor use. The interpretive media, while sparse, gives an explanation of the geyser basin and caldera and contribute to visitor understanding of the OUV.

The mission feels that current visitor management and facilities in KSNR are adequate and avoid negative impact on the site. Whilst there might be some limited disturbance of wildlife and flora in the visited locations, this has to be put into perspective of the total surface of the site, which is almost entirely closed for visitors. Allowing limited visitors is however important to allow for an appreciation of the OUV of the property. However, the mission feels that further increases in visitation need to be studied carefully, in particular the resulting needs in increased infrastructure. Further extension of recreation infrastructure, such as bath house facilities or lunch facilities should be located outside the strict nature reserve.

Given their different management regime, tourism and visitor management is very different in the 4 regional Nature Parks. Furthermore, they are each subject to have different visitor pressures and consequently have different management strategies. NNP is nearby Petropavlovsk and has facilities both within the city (a small administrative site and visitor center) and within the park at a developed geothermal spring. The other three sites are more remote with less visitor pressure, but still accessible by helicopters, off-road vehicle and ATVs during part of the year and snowmobile and heli-skiing during winter.

Each of the parks has developed interpretive media and exhibits to help visitors understand the park resources and values. They have logos and brochures and, as mentioned above, while they cite the World Heritage inscription, do not explain fully the OUV of the whole Property. The three more remote sites have different challenges but some common issues include lack of management authority (discussed above) over their natural resources, limited authority for visitor regulation, and limited ability to address issues which may impact park values. Limited funding has led to partnerships for active management with external partners such as the World Wildlife Fund and GEF which fill management voids including some development for tourist facilities.

Of the Nature Parks, NNP receives the most visitors. A series of hiking trails and a recreation area with visitor facilities has been developed near an active geothermal basin with exploitation of an artificial spring that resulted from exploratory drilling by geologists. The thermal waters are now captured and canalized to several bathhouses and bathing areas developed for visitor use. Tourist cabins and camps are located nearby and provide accommodations. The area is accessible by helicopter or through a 2 day hike. NNP also receives visitors who engage in climbing (the volcanoes in the southwest part of the park are those visible from Petropavlovsk), river-rafting, and hiking. In winter heli-skiing takes place and visits by snowmobile are possible. A permit system has been put in place to regulate snowmobile access, but park authorities mentioned to the mission that it is difficult to control. The developed geothermal area is also a winter attraction. The mission was also informed

¹⁰ During the mission, a second helicopter arriving at the caldera and finding the pad occupied by another helicopter, put down near a boardwalk on tundra and proceeded to “hot-unload” the passengers, a highly unsafe practice. Whilst the site inspector immediately intervened and questioned the pilot, it shows that additional landing sites will be needed to service increased numbers of visitors.

¹¹ 75 people per day in three groups of 25 people – efforts are made to have only 1 group visiting at any moment but spacing the 3 visitor groups is not always possible according to the weather conditions.

¹² In 2007 one helicopter company charged US\$200 per person for visit to one or the other site; US\$250 per person to visit both sites. A portion of the fees reverts to the management agency.

that following the recommendation of the 2004 mission, a very strict permit system was introduced to control access via the road entering the site via the south. As mentioned before, there are currently discussions to diminish the so-called strictly protected zone to allow for heli-skiing on some mountains. NNP is only a short distance from Petropavlovsk-Kamchatsky, Kamchatka's major center of population, and like other examples elsewhere (Mt. Fuji, Mt. Rainier, Mont Blanc) may find itself in several decades as a regional attraction for tourism with all the attendant pressures from increasing numbers of visitors.

BNP occupies a large part of the Bystrinsky district, of which 40% of the population are indigenous people (Even). The park is accessed through the small town of Esso with some 2000+ inhabitants, a 1 day drive from Petropavlovsk. While there are several small hotels, one newer hotel has been developed recently, mainly to accommodate foreign tourism with 2-3 star style accommodations. Discussions with park authorities revealed limited staff capacity to adequately manage tourism. There are campgrounds and hiking trails near the main roads and an extensive network of forest roads which are accessible by ATV (see also map 4.6 in Annex 4). Many visitors come to experience the indigenous culture and it is possible to visit some of the traditional Even groups in their reindeer camps. With the assistance from the UNDP/GEF project, several small scale tourism enterprises were started, including several by indigenous people (camp site, craft shops, etc). Signs indicate entering the park, but other than the World Heritage logo there is no overall interpretive theme that addresses the Volcanoes of Kamchatka World Heritage site. Tourism is an important source of income and employment for the local community and therefore, there is a lot of support for the park from the district authorities and communities.¹³

Main tourism activities in SKNP are also related to climbing of the volcanoes and visiting of geothermal attractions. In winter, there is also increasingly heli-skiing on the slopes of some of the volcanoes and the site manager explained to the mission that these activities are difficult to control for the management. Tourism management of SKNP seems hampered by the fact that some of the main visitor attractions were excluded from the site at the time the final boundaries were fixed¹⁴, including the Gorely volcano, the Mutnovsky fumarols and thermal springs and others (all protected by regional law as natural monuments), which makes it difficult for the management of the site to develop a comprehensive tourism management approach¹⁵.

The mission acknowledges efforts made since 2004 increase visitor facilities and information, but regrets that interpretation does not explain the values of the World Heritage site. The mission acknowledges that since 2004, progress was made in regulating and managing tourism activities in NNP and in increasing benefits through local communities in BNP. The mission is concerned by plans to open up parts of the strictly protected zone in NNP for recreation and urges to carefully study the potential impacts, in particular on the population of snow sheep.

The mission recommends as part of the management planning exercise to develop a comprehensive tourism management plan for the Property, balancing the OUV of the Property with the great potential for ecologically sound tourism, taking into account the recommendations of the 2004 mission. However, to be effective, it is important that the question of jurisdiction on the property be resolved (see 3.1.1).

3.1.6 Management of the impact of the June 2007 landslide in the Valley of Geysers (KSNR)

The mission also specifically assessed the effects of the massive landslide of June 2007 in the Valley of the Geysers (KSNR) whether this event had compromised the values of the Property. The Valley of the Geysers is one of the most spectacular manifestations of some of the geological features of the

¹³ It is interesting to note that both the district officials and representatives of local indigenous groups expressed preference for developing the local economy based on tourism rather than mining activities. Mining is considered to benefit people from outside the district for employment and as taxes on mining activities are mostly perceived by the federal and regional government is not felt to contribute to local public financing.

¹⁴ In the nomination file currently on the WH website, Gorely is included in the site.

¹⁵ The mission also visited thermal springs near the Mutnovsky powerplant, which are very popular by local people from Petropavlovsk. However, there is no visitor management at all and visitor damage is very obvious. Whilst technically not part of the property, the site is very close to it and would present an opportunity to explain some of the values of the WH property to local visitors if proper visitor facilities were created, which probably could be done with support of the power plant.

Property. In June of this year a spectacular landslide buried 20 percent of the valley creating a natural dam in the stream that bisects the valley and flooding many of the geysers. Whilst in the days following the event water levels in the lake naturally dropped by 10 meters from the first levels, a number of the original geysers remain flooded or buried by the debris flow. The mission learned that there were on-going discussions about a possible removal of the debris to restore the site to its previous condition on the assumption that the natural values of the Property were harmed and compromised by the event.

The mission noted that this landslide had occurred naturally and that landslides are a normal phenomenon in the natural geological and ecological dynamics of the Property. The Valley of the Geysers presents evidence of previous landslides. The mission noted that the Property was inscribed on the World Heritage List under criteria (viii) and (ix) for its *on-going ecological and geological processes* and that the June landslide was a perfect example of these on-going processes and presents a unique opportunity to further educate visitors about the geologic attributes for which the site was inscribed.

The mission considers that the natural restoration process should take its course and that any further human interventions to influence this process would be contradictory to its inscription under criteria (vii) and (ix). It recommends that the natural restoration process be monitored and documented and that the visitor interpretation in the Valley of the Geysers uses the landslide to explain these values to visitors.

3.2 Conservation Issues

3.2.1 Mining

The mission was informed that active mining continues in two mining areas close to the southern border of BNP (the Aginsky gold mine and the Shanooch nickel/copper/cobalt mine). The mine areas were excluded from the park at the time of its creation and are therefore outside the Property, but near their boundaries (respectively 22 km and 7 km). To allow access to the Shanooch mine, a rural road was upgraded for use by large ore trucks. This road is within park boundaries for 22 km.

The mission was informed by several stakeholders of two reports of unexplained die-offs of salmon in areas outside the Property but close to the mines. Officials of the Federal Environmental Control Agency explained that these cases had been investigated with field visits within 24 hours of the reports, but that they had been unable to locate any dead fish. Analysis of water samples had not revealed any chemical pollution. The incidents could therefore not be verified nor be linked to the presence of the mines. The mission team was unable to visit the mines close to BNP because of time constraints but notes that the river downstream of the gold mine does form the park boundary.

Furthermore, there are two areas close to SKNP where mining exploration is on-going. Both are situated in the corridor between the northern and southern block of the reserve. At the time of creation of the park, a corridor between the two blocks had been excluded from the park because of the presence of the mining potential and to allow for the necessary infrastructure in case it might be necessary to move ore overland to some future seaport. It is currently unclear if the on-going exploration will lead to an exploitation phase.

The mission regrets that the State Party did not make available to the World Heritage Committee the environmental impact assessments that had been prepared for the on-going mining and exploration projects situated near the boundaries of the Property. It points out that in accordance with article 172 of the operational guidelines, these should have been submitted before a final decision on the projects was taken. It reiterates the importance of ensuring that both the on-going mining operations and exploration activities close to the boundaries of the property will not have an impact on the values of the Property and will use the highest environmental standards. It further recommends that the impacts of the mines will be closely monitored by the relevant control agencies. If it is determined that no mining will take place then the mission recommends that the corridor separating the two blocks of the SKNP to be added to the park.

An important issue remains the further mining potential in some components of the Property, in particular in BNP. Staff from the Federal Geological Agency explained to the mission that certain

mineral deposits¹⁶ (see map 4.7 in [annex 4](#)) had been included within the boundary of BNP at the time of its creation and complained that the agency was not sufficiently consulted in the process of its creation. Whilst both the officials from the regional administration as well as from the Federal Geological Agency affirmed that there were no current plans to exploit these deposits for at least the next 10 years, both indicated that in due course a change in the boundaries of BNP could be envisaged to exclude some of the deposits from the park and the Property. Prior to the mission and in response to a letter from the UNDP/GEF project, the Geological Agency had actually proposed to exclude the two areas of BNP (see map in Annex 4). In response to this discussion, the regional parliament (Duma) had also officially adopted a resolution, requesting the Federal Government not to exploit these areas but to reserve them for possible future use. The mission was also informed by the manager of BNP, that geological surveyors had been doing survey work in the park without consulting park authorities.

The Vice-Governor also clarified that the current boundaries coincide partly with existing administrative boundaries and were therefore not based on detailed ecological studies. In his view, a revision of the boundary would also present opportunities to enlarge BNP to the north, as a result of the recent merger of the Kamchatsky Oblast with the Koryak Autonomous Region¹⁷. The representative of MNR further explained that the Government of the Russian Federation has decided to use its mineral richness, both oil and gas and rare minerals, to develop its economy and if important deposits of strategic elements were found in one of the parks, it might decide in the future to seek a boundary change of the Property. However, it emphasized that for the moment this was not under discussion and that if a boundary change would be proposed, it would follow the procedures stipulated in the Operational Guidelines and seek approval by the Committee.

The mission expresses satisfaction that currently no mining exploitation is planned within the Property. It recalls that the World Heritage Committee at several occasions in the past has declared that mining operations were incompatible with the conservation objectives of natural World Heritage properties and that this had been endorsed by the leading companies in the industry through the 2004 policy statement on Mining and World Heritage of the International Council on Mining & Metals (ICMM). It reiterates the recommendation of the 2004 mission that the boundaries of the World Heritage area should not be changed purely to accommodate mining operations.

3.2.2 Salmon Poaching

Kamchatka harbors the largest grouping of healthy salmon rivers along the Pacific Rim. An estimated one fifth of the world's total salmon population spawn in Kamchatka rivers. Kurilskoye Lake in SKWR is one of the largest spawning grounds in the Pacific. At least eleven species occur in Kamchatka, including the endangered "steelhead" (*Oncorhynchus mykiss*). Salmon are also an extremely important component of the ecosystems of the peninsula and the Property and are important sources of food for populations of flagship species such as Brown Bear, Steller's Sea Eagle and the endangered Steller's Sea Lion. A number of studies by WCS have clearly demonstrated the importance of salmon for bear populations¹⁸. Declining salmon populations in the rivers inside and adjacent to the Property may therefore have a serious impact on the OUV of the Property.

The salmon fishing industry is the most important economical activity of the peninsula, with an annual value estimated at US\$ 600 million. Of the 11 salmonid species, 5 are commercially exploited. Apart from the fish itself, red caviar is an important and valuable produce.

Salmon poaching is considered an extremely important challenge and there have been increasing alarming reports about declining fish stocks. Poaching is thought to have increased substantially since inscription of the Property with organized groups accessing isolated rivers by helicopter or ATV and

¹⁶ The two main deposits in BNP under discussion are a Au/Hg deposits in the north-east of the park in the Kreruk mountains, covering approximately 500 km² and Ag/Au deposits covering approximately 300 km² in the west around the Poyelpan mountains.

¹⁷ The current northern and western border of BNP were determined by the former northern boundary of the Kamchatka Oblast and the merger of the Oblast with the Koryak Autonomous region in Kamchatka Krai could present an opportunity to extend BNKP to the north and west.

¹⁸ WCS research has shown that when salmon spawning runs are low, male bears dominate the prime fishing spots and will not allow female and sub-adult bears to access the river. Female brown bear reproductive success is intricately tied to how much food they eat in a season. Declining salmon stocks is therefore impacting negatively on bear populations. See also 3.2.4.1

emptying them of salmon by blocking the entire river with nets. Collectors of red caviar regularly slaughter spawning salmon to collect caviar, leaving the fish to rot. Numerous commercial fish operations reportedly cheat on their quota allotments, either by over-fishing, targeting non-quota species, failing to release by-catch and/or fishing during prohibited periods. A recent survey commissioned by WWF among fishermen and commercial fishing companies reveals that corruption during decision making is considered the main problem in the management of fish resources. Over 70% of respondents reproach over-quota fishing and also have negative feelings about fishing in banned areas. Some 44% of respondents note that exceeding fish quota has become standard practice. More than half of respondents agreed that salmon numbers have decreased over the last decade. Plans for oil and gas exploration in the Sea of Okhotsk and the planned construction of a gas pipeline, which reportedly will cross many spawning rivers, might also negatively affect salmon populations.

The mission also tried to get a clearer picture on the impact of salmon poaching on the Property. Salmon poaching has been reported from 3 of the 6 components of the Property (SKNP, SKWR and NNP). The salmon industry is overseen by the Federal Fishing Agency of the Ministry of Agriculture, which is managing the populations and regulating the access to the resource, including salmon populations in the rivers of the 4 Nature parks, limiting greatly the possibility to manage this resource in accordance to the conservation objectives of the parks and the OUV of the Property.

Whilst the mission requested to meet with officials of this agency and with scientists working on anadromous fisheries issues, such a meeting could unfortunately not be set up. The mission team also did not gain access to data on trends in salmon populations in the peninsula or in the Property. Whilst most interlocutors agreed that salmon poaching was indeed a serious problem, opinions differed on the importance of the problem in the protected areas of the Property and the impacts on its values,

It needs to be noted that since the last mission, the regional government has taken a number of important measures to increase law enforcement and better protect key spawning areas. In April 2006, a 220,000 ha wildlife refuge was created on the Koi River, the first salmonid conservation area in the world. The creation of three more salmon sanctuaries is also planned. Efforts have also been undertaken to improve law enforcement. Rangers from the nature parks received limited policing powers in 2006 and the UNDP/GEF project has developed a proposal to set up joint anti-poaching patrols between the park rangers, forestry department and fishing department, which is currently implemented on a pilot basis¹⁹. However law enforcement is reportedly hampered by relatively minor fines (compared to the value of for example red caviar) and poor follow up on citations by the judicial authorities. Salmon conservation activities are further supported through another UNDP/GEF project "Conservation and sustainable use of wild salmonid biological diversity in Russia's Kamchatka peninsula" as well as different international NGO such as the Wild Salmon Center, WWF and local NGO.

The mission congratulates the State Party for the measures taken to better protect salmon populations and curb poaching, in particular through the creation of new spawning sanctuaries and increased efforts for law enforcement. However, the mission regrets that it was unable to get a clear picture of the trends of salmon populations inside the Property. The mission regrets it was unable to address this issue given its important contribution to the OUV of the Property and recommends further investigation. The mission recommends the State Party be requested to report on the state of conservation of the salmon populations in Kamchatka as a whole and in particular as they relate to the Property. The mission recommends that this report be made available to the WHC as soon as possible so that it can be considered along with the report of the mission in preparing the draft recommendation on the State of Conservation of this site to be considered by the World Heritage Committee.

3.2.2 Roads and access

Salmon poaching as well as other poaching activities and illegal resource use is greatly determined by the access to the protected areas. Whilst access to KSNR is strictly limited to protected area staff and regulated excursions to some parts of the park, such as the Valley of geysers and the Uzon Caldera,

¹⁹ Shortly after the mission, on 15 October 2007, rangers from the SKWR management authority arrested a group of poachers at the river flowing out the Kurilskoe Lake in SKWR. They had managed to harvest 400 kg of red caviar, with an estimated value of US\$ 180,000.

the situation is very different in the other protected areas. At the time of inscription, IUCN considered the fact that most parts of the Property are very isolated and difficult to access, a guarantee for their preservation. However, since inscription, accessibility has increased a lot, both through increased availability of helicopter access and of all-terrain and off-road and all-terrain (ATV) vehicles and in winter through the use of snowmobiles.

The mission noted during its field visits to both SKNP and BNP the wide use of ATVs. While there are some efforts to manage this use, the mission was informed that where such use may be in conflict with protected area values, little can be done because ATV trail networks pre-date the park establishment. This is of real concern in BNP where the mission was shown one map of the park with ATV trails covering almost every drainage throughout the park (see map 4.6 in Annex 4). Discussion with park management authorities confirms that these roads and trails pre-date the park and the park has no jurisdiction over them. Even if evidence presented itself that road use might be detrimental to park values (several pictures of off-road vehicles crossing streams were seen, for example) the park director has no jurisdiction or authority to do anything other than appeal to the general regional authority to regulate use. The mission visited a camp site in BNP and observed vehicle tracks in the wetland surrounding a lake resulting from previous unregulated use.

Access is further facilitated through the upgrading of certain roads, such as the access road in BNP to the Shanooch mining site (for use by ore-hauling trucks) and the upgrading of the Esso – Palana road.

In NNP authorities are managing access to the best of their ability, but there is road and snowmobile access to (and sometimes through) the park. Park authorities reported that a permit system is in use for winter snowmobile access to visitor sites within NNP but the system sees abuse. NNP has free road access directly to the park boundaries (for climbing of volcanoes and river rafting) but access to the one road entering the park is strictly regulated.

The mission recommends that as part of the proposed overall management framework, an access policy for the entire Property is established. This access policy has to be based on a generalization of access control, as it is piloted in NNP. It will be crucial to limit accessibility by limiting and regulating ATV road access as well as limiting helicopter access both in numbers and to clearly established landing areas.

3.2.4 Other conservation issues

3.2.4.1 Hunting and poaching

Whilst no hunting is permitted in KSNR and SKWR, the situation is very different in the regional Nature Parks. Professional hunting for fur animals and sports hunting, usually targeting brown bear or snow sheep is permitted in almost the entire parks, in accordance with the Kamchatka region regulations, including the so-called “strict protection zone”, with exception of certain wildlife refuge areas which predate the creation of the nature parks such as the Tri-Vulvana and Mis Nalychevo wildlife refuge in NNP²⁰ and the Ichinsky Wildlife Refuge in BNP.

Hunting is regulated by a specific federal wildlife and hunting agency²¹. Hunting blocks are attributed to professional and sports hunting through auctioning. In the case of BNP, hunting blocks cover the entire park with the exception of the above mentioned wildlife refuge. Hunting quota are decided by the wildlife and hunting agency, based on their own monitoring data. The park authorities are not involved in this process and revenue generated by the hunting concessions is also not attributed to the park agencies. Indigenous groups complained to the mission team of lack of transparency in the attribution of hunting blocks, resulting in few blocks being available to local or indigenous people. Indigenous people also voiced concern over apparent declines of snow sheep and sable due to hunting and trapping pressure in BNP.

²⁰ The management plan of NNP stipulates 3 species which can not be hunted in the entire so-called strictly protected zone (Kamchatka reindeer, Kamchatka snow sheep and Kamchatka black-capped marmot)

²¹ As of 2008, management of wildlife resources will be done by a new regional authority. However the federal wildlife agency retain responsibility over the resources and set the quota, with the regional authorities mainly in charge of implementation.

The mission recommends that the issue of hunting concessions is carefully assessed when reviewing the zoning of the nature parks (see also 3.1.2).

The mission was pleased to learn of the establishment of a *Kamchatka Brown Bear Working Group*. The group is comprised of over 40 representatives from government, NGOs and scientists. There are four interdisciplinary sub committees focused on population, hunting management, bear tourism including protected areas, and information exchange..

Local and international experts agree that threats to Kamchatka brown bears are escalating. While the animals still seem able to cope with such pressures as poorly regulated trophy hunting, poaching, and development, some biologists feel that the next decade will determine whether the Kamchatka bear population will survive. There is a paucity of dependable information on the basic ecology of Kamchatka bears. Without this basic, yet critical, information it is impossible to monitor the bear population, evaluate the effectiveness of protected areas, or develop sound management and conservation programs.

With assistance from NGO such as WCS, efforts are underway towards developing a pilot study to implement a new aerial survey method in Kamchatka and introducing other census methodologies like using DNA from bear hair and tetracycline biomarkers to estimate bear populations. WCS researchers have captured and marked 24 bears in the Kronotsky Strict Nature Reserve. The movements and habitat use of these bears has been monitored over several years and the data from these tagged animals will be used to validate a habitat map for KSNR and eventually for all of Kamchatka. Researchers have also been monitoring bear salmon feeding activity on several rivers in Kamchatka. Preliminary results indicate that when salmon runs are low large adult males dominate feeding and fishing sites, excluding females with cubs. Access to salmon especially for females is very important for the survival of their cubs and their reproductive success.

According to WCS scientists, hunting accounts for about 350-500 bears taken per year. A moratorium on hunting was imposed by the governor in 2005-2006. The fact that there are no longer direct flights from the USA (Alaska) to Kamchatka as well as increased prices for helicopter rental have reduced hunting pressure. Prior to the moratorium about 85% of the trophy hunters were from North America, but this is currently reduced to about 50%, with the remainder Russian and European. Following a 2002 survey conducted by WCS amongst 800 individuals involved in bear hunting and guiding, researchers estimated that as many as 555 bears were killed illegally in a single year. The price of brown bear gall bladders has decreased in recent years which may reduce poaching pressure on bears. However, bears were most commonly taken as a source of meat for personal consumption or to feed dogs.

The mission applauds the development of a brown bear working group of government officials, NGOs, and scientists. Because of the important ecological interaction between salmon and brown bear populations, and their impact on the OUV of the property, the mission urges the State Party to continue to develop baseline ecological information to better conserve these values throughout Kamchatka.

3.2.4.2 Logging and forest fires

Forest lands within the Nature Parks are managed by the Federal Forest Management Agency, which in theory could assign logging concessions without seeking approval of the park authorities. However, the mission was informed that since 2004, all commercial logging operations had been halted in the Property. Only small scale use timber and firewood by the local communities is still permitted subject to regulations and control.

The mission strongly recommends continuing the ban on logging concessions. Whilst addressing the management regime of the Nature Parks, commercial logging should be clearly excluded.

Forest fires are registered in BNP and rarely in KSNR, both as a result of natural causes or ignited as a result of the negligence of visitors. Park authorities try to extinguish all fires irrespective of their nature with the assistance of other departments and local communities and depending on the accessibility of the area. Fires over the last 10 years reportedly have affected 0.67% of BNP and 0.034% of KSNR.

Given the small surface of forest fires, the mission feels that impact on the site from forest fires is negligible but urges continued research to determine the effects of fire on forest communities.

3.3.4.3 Mutnovsky Geothermal power plant and exploitation of hydrothermal resources

Although unable to visit the Mutnovsky power plant itself, the mission was able to visit the location of the plant, situated within a range of 8 km of SKNP. The powerplant uses geothermal resources to generate part of the electricity in Kamchatka. By the renewable nature of the energy used, it is producing little pollution. Potentially, the use of geothermal resources could affect other geothermal features in the property, as no details are known on underground geothermal structures. However, so far, no changes in the geothermal features in SKNP were observed since its opening in 2005. The power plant also produces some noise pollution and is visually unappealing, but these impacts can be considered negligible. Upgrading of the road to the plant made the property more accessible for visitors, which start the ascent to the Mutnovsky volcano from the road to the plant.

The mission feels the Mutnovsky geothermal power plant has no significant impact on the OUV and integrity of the property.

Geothermal sources are also used in other components of the Property. They are a prime attraction for visitors, who like to use them for bathing. Consequently, bathing facilities are constructed in several locations. Geothermal water is also used in the town of Esso (BNP) to heat the town and to support vegetable cultivation in greenhouses. The mission was also informed that the Geological Agency had also proposed to review the boundaries of NNP in order to allow for exploitation of the hydrothermal and cold water mineral resources (see map 4.8 in annex 4). This could potentially affect a large part of NNP.

The mission is concerned by the proposal of the Geological Agency to exploit hydrothermal and underground mineral waters in NNP and considers this proposal is contrary to the World Heritage status of this park and would affect its OUV and integrity. The mission therefore urges that the State Party make a clear decision to not allow this proposal to go forward.

3.2.4.4 Planned construction of gas pipeline

The 2004 mission reported that a gas pipeline and parallel road was under construction from Kshykovskoye to Petropavlovsk-Kamchatsky, covering 414 km on the western side of the peninsula and crossing a large number of rivers. The routing of the gas pipe line is not going through the Property, but the numerous river crossings might affect salmon spawning areas.

The mission was informed that work on the pipeline had been discontinued as a result of lack of funding. However, the mission coincided with a visit of the President of the Russian Federation to Kamchatka, who urged the different ministries and authorities involved to complete the work as soon as possible. It is therefore likely that work will resume in the near future.

The mission feels that since the pipeline route is not near the property, it can have no direct impact on its OUV. The potential impact relates to possible increased impact to important spawning rivers, which could affect salmon populations. The mission therefore recommends that mitigation measures be developed and implemented to reduce the risk to the salmonid streams from the construction and operation of the pipeline, according to best available industrial practice.

3.2.4.5 Hydropower plant in BNP

Electricity supply to the Esso town in BNP is provided during the ice-free months by a small hydropower station on the Bystraia river, one of the major rivers in the park. The hydropower station predates the creation of BNP and the inscription of the Property on the World Heritage List. The power station is equipped with "fish ladders" to allow salmon to bypass the station. During a meeting with indigenous communities in Esso, it was mentioned that the fish ladders are not working properly and that the power station is hampering salmon migration up the river.

The mission recommends the State Party to urgently verify this question and, if necessary, to ensure that a proper system is put in place to ensure that upward migration of Salmon on the Bystraia River is possible.

4. ASSESMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

While a statement of Outstanding Universal Value has not yet been formally approved by the Committee for the Property, the justification for its inscription is fairly well documented. The Property has been inscribed on all 4 natural criteria:

- (vii) The Kamchatka Volcanoes is a landscape of exceptional natural beauty with its large symmetrical volcanoes, lakes, wild rivers and spectacular coastline. It also contains superlative natural phenomena in the form of salmon spawning areas and major concentrations of wildlife (e.g. seabird colonies) along the coastal zone of the Bering Sea.
- (viii) This is one of the most outstanding volcanic regions in the world, with a high density of active volcanoes, a variety of types, and a wide range of related features. The six protected areas included in the serial designation group together the majority of volcanic features of the Kamchatka peninsula.
- (ix) The Property is also biologically analogous to six islands and its geographic location between a large continental landmass and the Pacific Ocean has given it unique characteristics. Natural processes continue with on-going volcanic activity and colonization.
- (x) The Kamchatka Volcanoes contains an especially diverse range of palearctic flora (including a number of nationally threatened species and at least 16 endemics), and bird species such as the Steller's sea eagle (50% of world population), white tailed eagle, gyrfalcon and peregrine falcon, which are attracted to the availability of spawning salmon. The rivers inside and adjacent to the site contain the world's greatest known diversity of salmonid fish. All 11 species coexist in several of Kamchatka's rivers. The property is home to numerous rare and endangered species including Kamchatka snow sheep, Kamchatka black-capped marmot, sable, wolverine, sea lions, sea otter and Kamchatka brown bear, many of which occur in large populations.

The mission found that the OUV for which the *Volcanoes of Kamchatka* were inscribed on the World Heritage List is still present. Whilst the long term impact of certain threats mentioned before (such as diminishing salmon populations in the peninsula) is currently difficult to assess, in view of the mission team, none of the conservation issues assessed for the moment immediately threaten the values and integrity of the Property.

However, the mission team notes that there are important fundamental issues vital to the conservation of the OUV of the property and fulfillment of its integrity that need serious and urgent attention. These relate in particular to the management of the property, in particular:

- a) the insufficient protection status of the Nature Parks, in particular in view of the conservation of their biodiversity values (criterion (x));
- b) the lack of an appropriate legal framework or management regime that ensures all components of the Property are managed for the conservation of their outstanding universal values by the various responsible agencies;
- c) the lack of a comprehensive management policy or joint management plan among all federal and regional agencies that are actually responsible for management (and have jurisdiction over) the natural resources that comprise the OUVs of the six components of the Property.

These conditions underlie and are crucial to the resolution of all other concerns pertaining to natural resource management, development, threats and use identified in this or previous missions.

5. CONCLUSIONS AND RECOMMENDATIONS

In order to address the above mentioned management and conservation issues and ensure the long term conservation of the OUV and underlying integrity of the property, the mission proposes the following recommendations:

Management of the Property

- 5.1 Upgrade the protection regime of the regional Nature Parks, either by upgrading them to National park status, as originally foreseen by the State Party, or by revising the zonation of the nature parks, to better conserve the OUV of the property, and in particular its biodiversity values.
- 5.2 Institute a management structure and institutional strategy for the Property, which can ensure that all resources in the Property are managed with the objective of conserving the OUV of the Property and its integrity. This could be achieved in different ways, either by upgrading the regional nature parks to national parks, by ensuring that the management of the nature parks lies entirely with their protected area authorities through a transfer of the federal lands in the nature parks to the regional authorities, or by establishing a specific legal framework for the management of the property, as was done in the case of Lake Baikal.
- 5.3 Develop a joint management plan and management framework for the entire Property, defining its management objectives based on its OUV and associated conditions of integrity, setting common standards for management to maintain the World Heritage values and define planning and management responsibilities for the different management entities.
- 5.4 On this basis, develop or revise the management plans for each of the six components of the Property, that detail how each will be managed to maintain the values for which the whole property was inscribed as well as how these plans will be resourced to ensure their implementation.
- 5.5 Consider addressing the issue of joint management plans, management frameworks and management standards for all natural World Heritage properties in Russia composed of federal and regional protected areas through a national law for the management of natural World Heritage properties that meets the State Party's obligations to the Convention. This would set the legal framework for federal authorities to oversee the management of protected areas included in World Heritage properties, whether under federal or regional jurisdiction, and set standards for their management and protection that meet the Operational Guidelines and conserve the various sites' OUV.
- 5.6 Translate the boundary of the property into geographical coordinates based on the boundary approved in the nomination file and record in the national land registry (cadastre).
- 5.7 Take the necessary measures to further increase staffing of the property and to close the funding gap. In this respect, the State Party should evaluate if it can revive the initiative for a conservation trust fund for the property.
- 5.8 As part of the management planning exercise, develop a comprehensive tourism management plan for the property, balancing its OUV with the great potential for ecologically sound tourism, taking into account the recommendations of the 2004 mission.
- 5.9 Before taking decisions on increasing visitation in KSNR, carefully study the potential impacts and in particular the resulting needs in increased infrastructure. Before opening up further parts of the strictly protected zone of NNP for recreation, carefully study the potential impacts, particularly on the populations of snow sheep.
- 5.10 Not to intervene in the natural restoration process of the Valley of Geysers in KSNR, but monitor and document the process and use the landslide in visitor interpretation in Valley of Geysers to explain the values under criterion (vii) and (ix).

Conservation issues

Mining, gas pipeline and mineral or geothermal exploration projects

- 5.11 Submit to the World Heritage Committee, in accordance with article 172 of the *Operational Guidelines* the environmental impact assessments that have been (or may be in the future) prepared for the existing mining and exploration projects situated near the boundaries of the Property, including any new, planned or proposed mining areas.
- 5.12 Monitor on-going mining, gas pipeline, and mineral or geothermal exploration activities close to the boundaries of the Property closely to ensure that the highest environmental standards are used and avoid impacts on the Property.
- 5.13 Consider adding the corridor separating the two blocks of SKNP to the Property, in case no mining will take place in the corridor.
- 5.14 Not to propose a boundary change to the Property purely to accommodate mining operations, as already recommended by the 2004 mission.

Salmon poaching

- 5.15 Report on the state of conservation of the salmon populations in Kamchatka as a whole and in particular as they relate to the Property and make this report timely available to the World Heritage Committee to be considered along with the report of this mission.

Access

- 5.16 As part of the proposed overall management framework, establish an access policy for the entire Property, based on a generalization of access control and limiting accessibility by limiting and regulating ATV road access as well as limiting helicopter access to clearly established landing areas.

Hunting and Bear Management

- 5.17 The mission recommends that the issue of hunting concessions is carefully assessed when reviewing the zoning of the nature parks (see also recommendation 5.1).
- 5.18 Because of the important ecological interaction between salmon and brown bear populations and their impact on the OUV of the Property, continue to develop baseline ecological information within and near the various sites in the Property to better conserve these values throughout Kamchatka.

Other

- 5.19 Continue the ban on logging concessions. Whilst addressing the management regime of the Nature Parks, commercial logging should be clearly excluded.
- 5.20 Not to go forward with the proposal of the Geological Agency to exploit hydrothermal and underground mineral waters in NNP as this proposal is contrary to the World Heritage status of this park and would affect its OUV and integrity.
- 5.21 Develop and implement mitigation measures to reduce the risk to the salmonid streams from the construction and operation of the gas pipeline, according to best available industrial practice.
- 5.22 Ensure that a proper system is put in place to ensure that upward migration of Salmon on the Bystraia river in BNP is possible and not blocked by the Esso hydropower plant.

ANNEXES

- 1. Decision of the World Heritage Committee at its 30th and 31st session**
- 2. Terms of Reference of the mission**
- 3. Itinerary and programme of the mission**
- 4. Maps**
- 5. Acronyms**

Annex 1: Decisions of the World Heritage Committee at its 30th and 31st session

Decision 30 COM 7B.25

The World Heritage Committee,

1. Having examined Document WHC-06/30.COM/7B,
2. Recalling Decision **29 COM 7B.20**, adopted at its 29th session (Durban, 2005),
3. Notes with concern that the State Party report, received on 1 February 2006, repeats the report of 27 January 2005;
4. Regrets that the State Party has failed to report the most recent information on the issues raised at the 29th session of the Committee or to respond to any of its decisions;
5. Requests the State Party to invite a joint UNESCO/IUCN mission to assess the state of conservation and the factors affecting the Outstanding Universal Value of the property;
6. Requests the State Party to respond as soon as possible and provide a detailed report addressing all issues indicated by the Committee at its 29th session, by **15 March 2007** for examination by the Committee at its 31st session in 2007.

Decision 31 COM 7B.26

The World Heritage Committee,

1. Having examined Document WHC-07/31.COM/7B.Add,
2. Recalling Decision **30 COM 7B.25**, adopted at its 30th session (Vilnius, 2006),
3. Notes that the State Party has not reported on some of the specific issues raised in the 2004 UNESCO/IUCN mission report, as requested by the Committee at its 29th and 30th sessions;
4. Welcomes the increase in the number of inspectors working in the property, whilst encouraging the State Party to fill-up all vacant positions of inspectors, particularly in the Kronotsky Reserve, so as to enhance patrolling and control in the property;
5. Requests the State Party to provide to the World Heritage Centre and IUCN copies of the management plans for the different components of the property, as well as specific information on the status of salmon populations and habitats, interagency cooperation to control illegal logging and hunting activities, and the implications on the conservation of the property of the Kamchatka Regional Court decision, which has cancelled the programme Ecology and Nature Resources of the Kamchatka Region (2005-2010);
6. Also requests the State Party to provide the World Heritage Centre with an updated report by **1 February 2008** on the state of conservation of the property, including progress made in implementing the recommendations of previous Committee decisions, for examination by the World Heritage Committee at its 32nd session in 2008.

Annex 2 Terms of Reference of the mission

Primary objectives of the mission:

Following the repeated requests by the 30th session of the World Heritage Committee (Vilnius 2006), an invitation was received by the Russian Government for a UNESCO/IUCN mission to assess the current state of conservation of the *Volcanoes of Kamchatka*. In order to comply with the request:

- Meet with the responsible officials (Ministry for the Natural Resources, site managers etc.) and other stakeholders to discuss the current socio-economic, political and institutional context;
- Address organisational, statutory and policy factors with the responsible representatives for site management;
- Assess the state of conservation of the area with particular focus on the management and staffing levels and arrangements in the protected areas included in the site, the system of delineation and identification of reserve boundaries; the delineation or distribution of game areas and the management of hunting, including the extent of involvement of the protected area management/authorities, and the location of the gas pipeline and power plant in relation to the site's boundary, as well as hunting, salmon poaching and gold mining issues and any impacts on the site of these activities and any associated infrastructure. In addition assess the effectiveness of relations with indigenous and traditional peoples as it affects the conservation of the site.
- Review the response to the 2004 mission recommendations;

Specific considerations and terms of reference

- 1) Assess the status of the area with particular focus on the biodiversity and geological values for which the site has been inscribed on the World Heritage List; assess the utility & effectiveness of the reserve boundaries and the response to the retrospective inventory;
- 2) Review the on-site management capability;
- 3) Identify any impact and damages caused by location of the gas pipeline and power plant projects; and evaluate the impact of hunting, salmon poaching and gold mining issues and any other threats to the site's integrity;
- 4) Review relevant legislative, organisational, administrative and management framework regulating the site and environs in particular following the change of government (and Ministries) in 2004;
- 5) Review the international status of the site as World Heritage site (1996/2001), and UNESCO Biosphere Reserve (1984)
- 6) Consider any requirements to elaborate and/or revise the management plan for the area in order to improve the management capability and effectiveness; assess the effectiveness of any state party actions or plans and recommend appropriate mechanisms to enhance management effectiveness.
- 7) Prepare a summary report to the World Heritage Committee considering Operational Guidelines paragraphs and taking into account the conclusions of the IUCN evaluations of 1996 and 2001 and the 2004 reactive monitoring mission and submit the report to the World Heritage Centre in electronic form (not exceeding 10 pages).
- 8) Prepare an executive summary outlining the main results with regard to the question of threats to the values and integrity of the site;

Annex 3: Itinerary and programme of the mission

Tuesday August 28, 2007.

- Arrival David Mihalic in Moscou

Wednesday August 29, 2007.

- Arrival Guy Debonnet in Moscou
- Meeting with Delegation of Greenpeace Russia (Andrey Petrov, Mikhail Kreyndlin, Roman Vazhenkov)

Thursday August 30, 2007.

- Meeting with Dendev Badarch, Director UNESCO Moscou
- Practical arrangements at UNESCO Moscou office
- Meeting in Ministry of Natural Resources to discuss ToR and programme of the mission (Evgeny Gorschkov, head of the MNR international department, Igor Soloviev, UNESCO National Commission, Mrs Musheleva, MNR international department, Olga Krever, MNR and Vladimir Moshkalo, head IUCN Russia)
- Flight to Petropavlovsk-Kamchatsky from Domodevo Airport

Friday August 31, 2007.

- Arrival at Elizovo airport, Petropavlovsk-Kamchatsky
- Transfer to hotel Petropavlovsk
- Meeting with staff of UNDP/GEF project (Nikolai Maleshin, project manager; Andrey Starikov, project assistant and technical staff Sergei Bychkov, Tatiana Mikhailova, Vladimir Elchaparov); discussion on support by UNDP/GEF to WH property
- Meeting with Dr Robert Moisiey, Kamchatka branch of the Pacific Institute of Geography
- Meeting with Vladimir Rybak, Vice Governor of Kamchatka Krai and staff of the regional authorities and federal agencies (Mrs Tamara Tutushkina, Chairman of regional Foreign Economic Relations and Tourism division, Mrs Alevzina Poletaeva, Chief regional Natural resources and Environmental Conservation Division, Mr Anatoly Matvienko, Deputy Head Federal Environmental Control Agency, Mrs Olga Machno, Director KSNR)
- Evening discussion with Laura Williams, Director WWF Russia Kamchatka / Bering Sea Ecoregional Office

Saturday, September 1, 2007

- Arrival of Olga Krever, MNR from Moscou to accompany the mission
- Visit to office of NNP, discussion with Radmir Korenev, Director NNP
- Site visit to KSNR by Helicopter (Valley of Geysers, Uzon Caldera). Discussions on site with Laura Williams (WWF) and John Paczkowski, WCS

Sunday, September 2, 2007

- Visit by car to SKNP and to Mutnovsky geothermal power plant. Discussions with Anatoly Kargopol'tsev, Director and Evgeny Karpov, Chief Inspector.

Monday, September 3, 2007

- Visit to office and museum of KSNR. Discussion with Olga Machno, Director and with Chief inspector
- Transfer by car to Esso in BNP (530 km)

Tuesday, September 4, 2007

- Meeting with authorities of Bystrinsky district: Michael Loginov, head of the District and Konstantin Chimakov, responsible of the working group for strategic planning in the district.
- Visit to the office and visitor centre of BNP in Esso. Discussion with Igor Kokorin, Director BNP.
- Field Visit to BNP
- Evening meeting with representatives of indigenous groups

Wednesday, September 5, 2007

- Short field visit to BNP
- Return trip to Petropavlovsk-Kamchatsky by road
- Preparation of debriefing meeting with Vice Minister

Thursday, September 6, 2007

- Debriefing with Anatoly Temkin, Vice Minister for Environment, MNR and Vladimir Rybak, Vice Governor of Kamchatka Krai, discussion of mission recommendations
- Meeting with NGO Kamchatka League of Independent Experts, discussion with Olga Chernyagina, member of advice.
- Afternoon field visit to NNP by Helicopter, discussions with Radmir Korenev, Director NNP and his staff

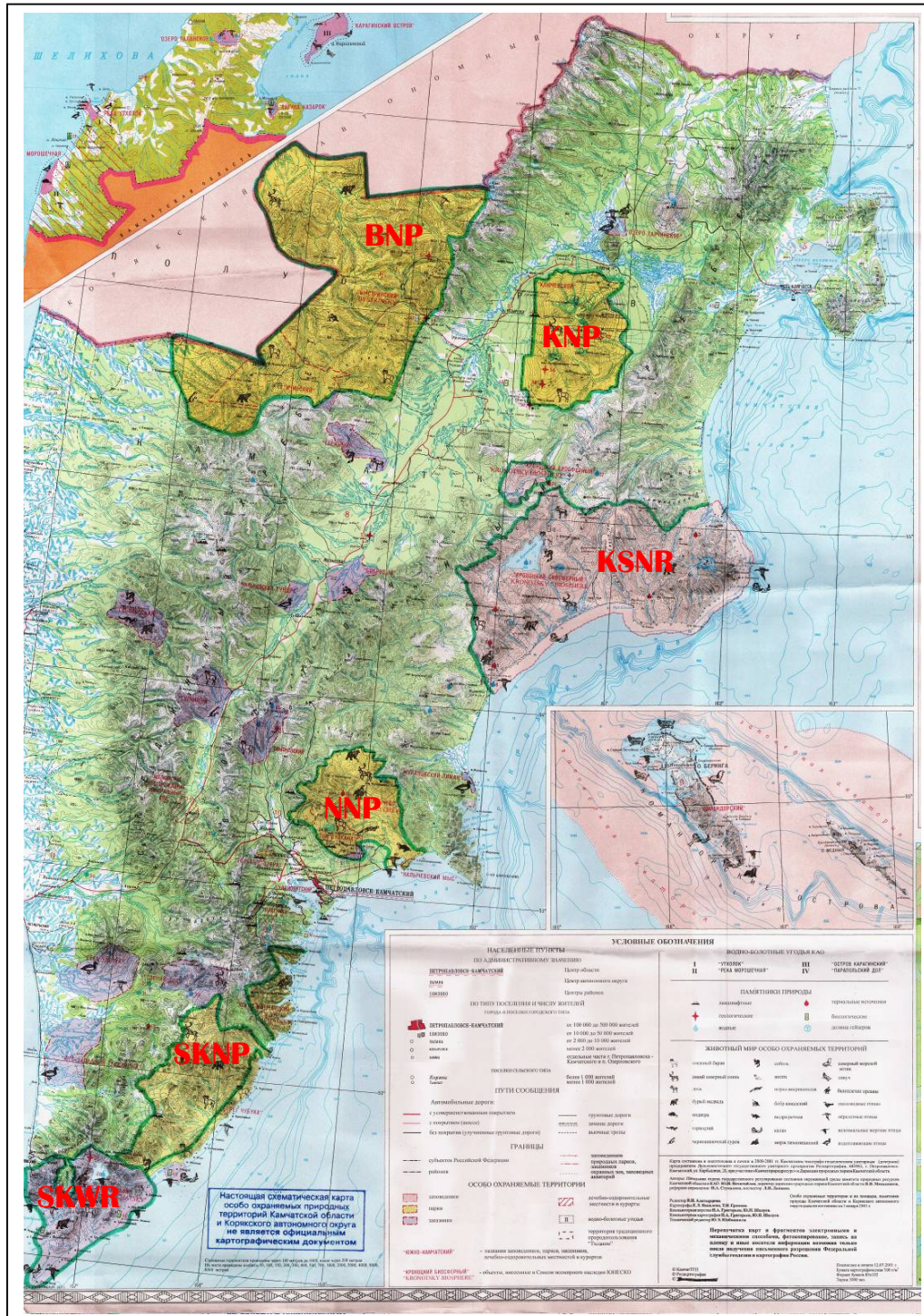
Friday, September 7, 2007

- Debriefing Meeting with Vladimir Rybak, Vice Governor of Kamchatka Krai and staff of the regional authorities and federal agencies (Tamara Tutushkina, Chairman of regional Foreign Economic Relations and Tourism division, Mrs Alevzina Poletaeva, Chief regional Natural resources and Environmental Conservation Division, Mr Anatoly Matvienko, Deputy Head Federal Environmental Control Agency, Alexander Litvonov, head of Federal Geological Agency, Mrs Olga Machno, Director KSNR). Discussion on mining issues.
- Return to Moscou from Elizovo Airport
- Return to Paris (Guy Debonnet)

Saturday, September 8, 2007

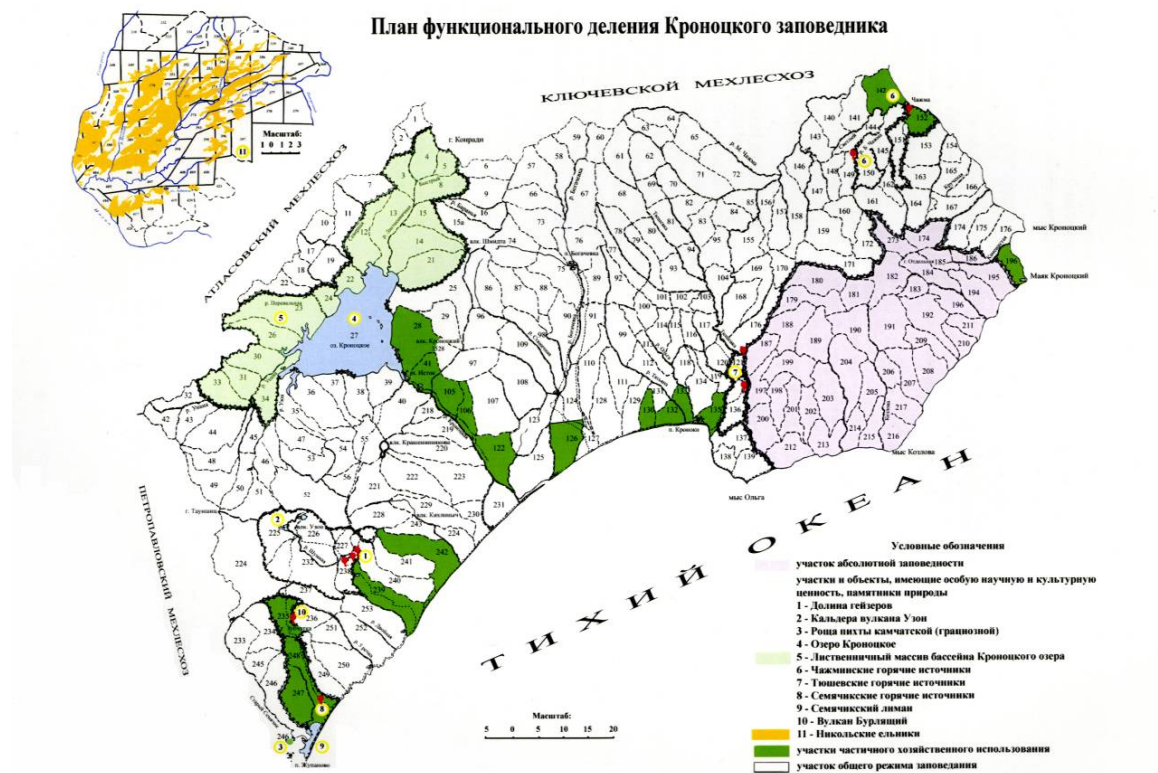
- Return to USA (David Mihalic)

Map 4.1 Geographical situation of the 6 components of the property



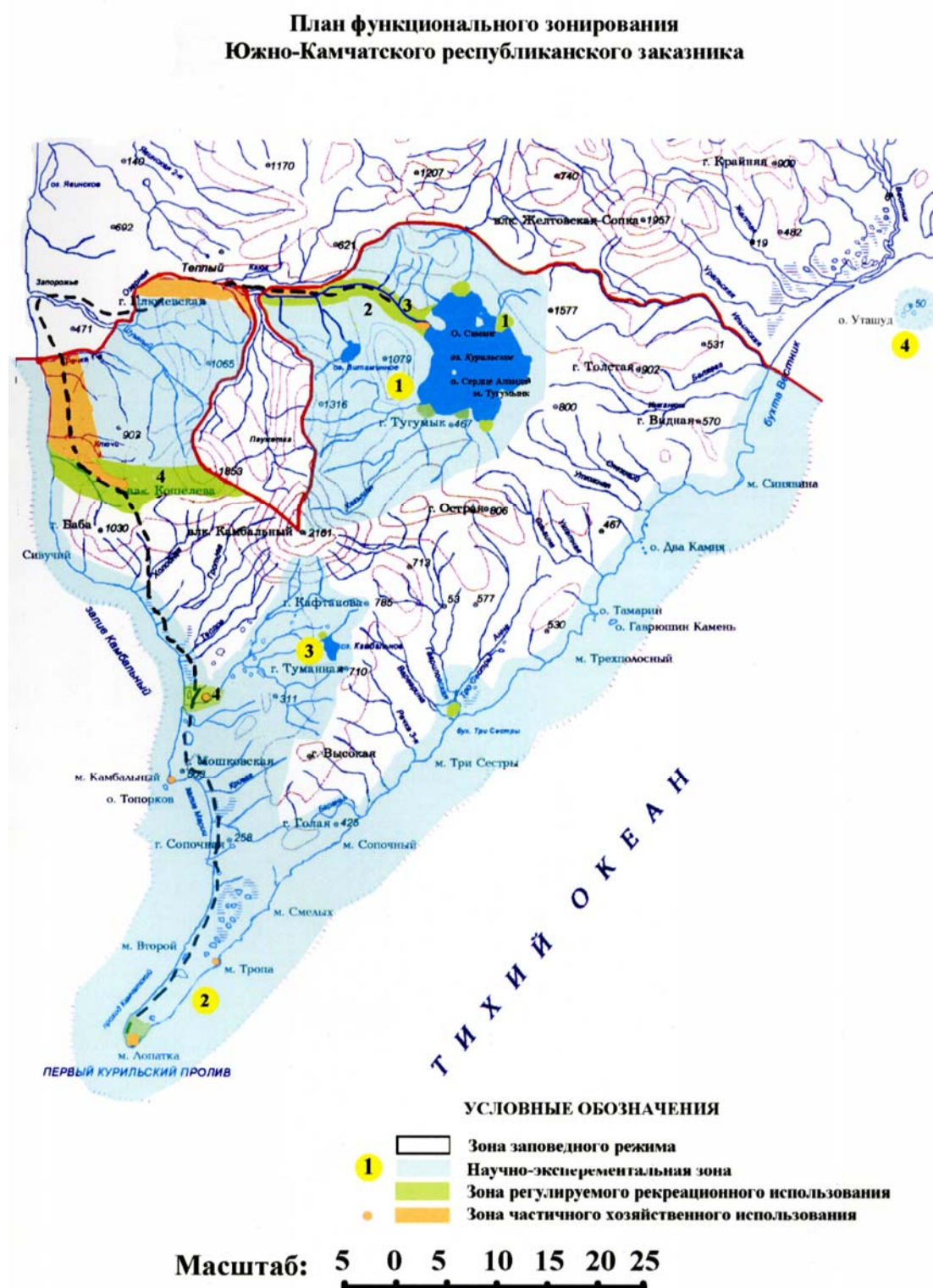
Map 4.2 Zoning in KSNR (source: management plan)

Pink: total protection zone; white: strict protection zone; light green: zone of scientific interest; dark green: zone of restrictive use



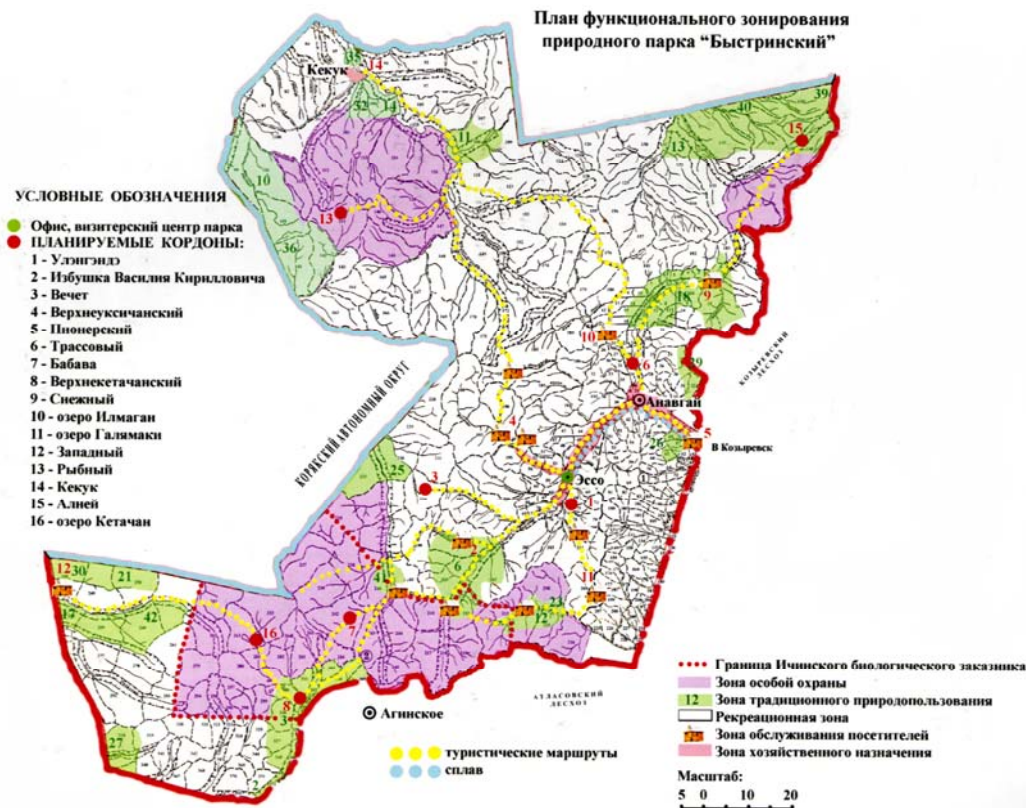
Map 4.3 Zoning in SKWR (source: management plan)

White: strict protection zone; light blue: research and experimental zone; green: recreation zone, yellow: zone of limited economic use



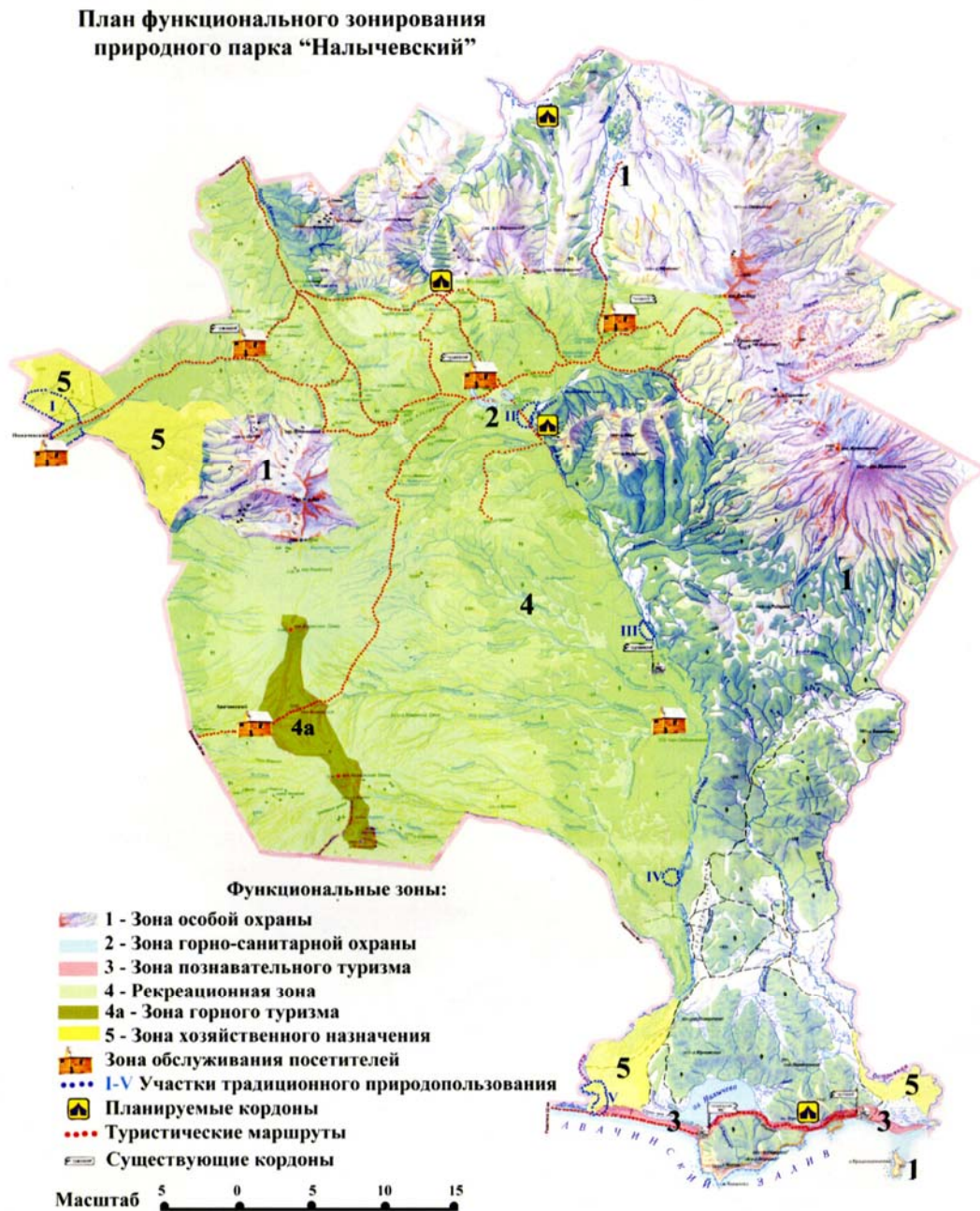
Map 4.4: Zoning in BNP (source: management plan)

Pink: protection zone; white: recreation zone; green: economic zone
Red dotted area: Ichinsky wildlife refuge area



Map 4.5: Zoning in NNP (source: management plan)

Natural: protection zone; light green: recreation zone; green: mountain tourism zone; pink: discovery tourism zone; yellow: economic zone



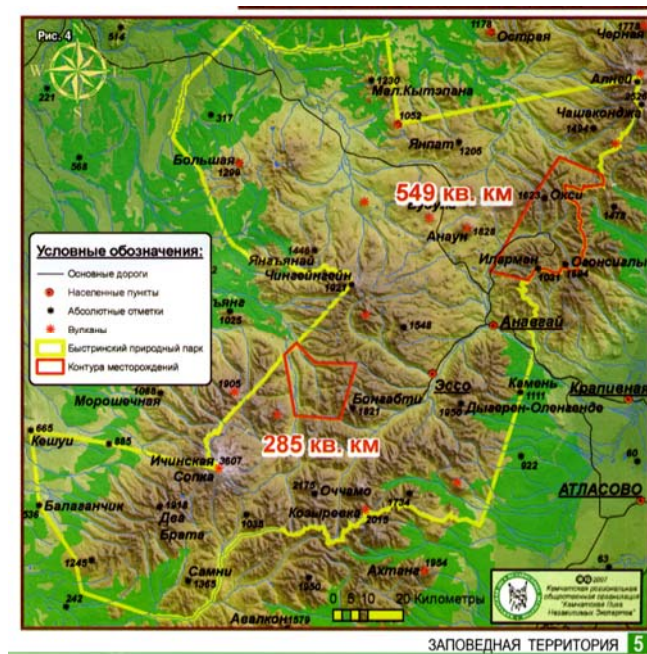
Map 4.6 Road and ATV tracks in BNP



Map 4.7 of BNP showing boundaries of important mineral deposits

Green: boundaries of BNP;

Red: areas of important mineral deposits which the Federal Geological Agency would like to exclude from BNP



Map 4.8 of NNP showing boundaries of important hydrothermal deposits

Green: boundaries of NNP;

Red: areas of important hydrothermal deposits which the Federal Geological Agency would like to exclude from NNP



Annex 5: Acronyms

Au	element symbol for gold
BNP	Bystrinsky Nature Park
CIDA	Canadian International Development Agency
GEF	Global Environment Facility
ha	hectare(s)
Hg	element symbol for mercury
IUCN	International Union for the Conservation of Nature
kg	kilogram
km	kilometer
km ²	square kilometer
KNP	Kluchevskoy Nature Park
KSNR	Kronotsky Strict Nature Reserve
MNR	Ministry of Natural Resources
NNP	Nalychevo Nature Park
NGO	non-governmental organization
OUV	Outstanding Universal Value
SKNP	South Kamchatka Nature Park
SKWR	South Kamchatka Wildlife Refuge
ToR	Terms of Reference
UNESCO	United Nations Educational Scientific and Cultural Organization
UNDP	United Nations Development Programme
USA	United States of America
WCS	Wildlife Conservation Society
WH	World Heritage
WHC	World Heritage Committee
WWF	World Wildlife Fund