

Protected Areas and Development in Latin America

*From Santa Marta 1997 to Bariloche 2007
and Perspectives for a New Decade*



Eduardo Guerrero
Sandra Sguerra
EDITORS

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Libertad y Orden

Ministerio de Ambiente,
Vivienda y Desarrollo Territorial

República de Colombia



COMITÉ COLOMBIANO
DE LA UICN



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Natura
COLOMBIA

Protected Areas and Development in Latin America

From Santa Marta 1997 to Bariloche 2007 and Perspectives for a New Decade

Editors:

Eduardo Guerrero

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- Published by: Fundación Natura, Comité Colombiano UICN y Parques Nacionales Naturales Colombia.
- Financed by: United Nations Environment Program —UNEP— and Amazon Cooperation Treaty Organization — ACTO.
- Suggested citation: Guerrero, E. & S. Sguerra (editors). 2009. Protected Areas and Development in Latin America - *From Santa Marta 1997 to Bariloche 2007 and Perspectives for a New Decade*, IUCN Colombian Committee, Parques Nacionales Naturales Colombia and Fundación Natura. Bogotá, 64 pp.
- ISBN: 978-958-98040-5-6
- Spanish-English translation: Nicolás Suescún
- Graphic concept: Eddy Ordóñez
- Design: Grupo Apsis
- Printer: Grupo Apsis
Printed in Colombia

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Embera boys in
Lake Alajuela,
Chagres National
Park, Panama.
IUCN Mesoamerica.



Punta Tombo
Provincial Reserve,
Argentina.
Elisa Rodríguez.



Protected Areas: Fundamental Means for the Development of Latin America and the Caribbean

RICARDO SÁNCHEZ SOSA
FORMER REGIONAL DIRECTOR FOR LATIN AMERICA AND THE CARIBBEAN
UNITED NATIONS ENVIRONMENT PROGRAMME (UNEP)

“The Protected Natural Areas contain the greatest natural diversity of every country. They are unique spaces for the conservation of the natural capital. They must become the strategic spaces for the development of nations and a subject of natural security.

Humanity, which is part of nature and depends on it, will not reach social welfare through economic development if it doesn't guarantee the natural capital and with it the survival of the other species of the planet. It is a practical matter as well as an ethical principle according to which we must respect and take care of the whole variety of living beings.”¹

The First Latin American Congress on National Parks and Other Protected Areas which took place in Santa Marta, Colombia in 1997 and, ten years later, the Second one, held in San Carlos de Bariloche, Argentina in 2007, were venues in which those present had the opportunity to reflect on the management of natural resources in this region of the planet.

We must not see these two great regional meetings as isolated events but as two important moments in the dynamic process of conservation and sustainable development in Latin America and the Caribbean.

In both cases, there were sensible exchanges of experiences and fruitful debates which in themselves constitute a fundamental part of the rich evolution of thought

¹ Working political paper, UNEP-ROLAC, Bariloche Congress, 2007.

about protected areas in Latin America. The abundant results of the First and Second congresses have strengthened the management of the protected areas in our countries and, consequently, they should be the object of frequent consultation.

Beyond natural agreement and discord, in these events we have gradually built an ambitious vision that consider the protected areas as strategic spaces for the integral development of our countries, a fact that puts forward a series of challenges.

These are some of the reasons for UNEP's interest in the follow-up of the process during the last decade and its projection into the future. Therefore our decisive support of the initiative "From Santa Marta 1997 to Bariloche 2007", from which arises this post-Bariloche document, supplementing the document presented during the last Congress².

From the point of view of the historical process, this activity convened different government and non-government participants, with the purpose of gathering diverse points of view on the recent evolution, the present situation and the future of protected areas.

Regarding the evolution of thought on the subject of protected areas, this document has revealed a remarkable vitality and maturity in Latin America and the Caribbean.

A look over the decade 1997-2007 offers an opportunity to evaluate trends, advances, lessons learned, opportunities and challenges. And, above all, it is a timely moment to project toward the future paying particular attention to the political, economic, social and environmental factors that dynamize the world of today.

During the decade 1997-2007 a trend was kept towards the widening and bettering of the national systems of protected areas, in quantitative as well as qualitative terms. In fact, not only the number of areas and the extension of the systems grew in number, but now we are in the process of passing from "paper" areas or parks to areas effectively managed.

Thanks to consistent policies, in most of the countries there has been a remarkable advance in the definition and consolidation of the systems of protected areas. It is

² *Editors' comment:* UNEP-ROLAC committed its support to the initiative "From Santa Marta 1997 to Bariloche 2007" while Mr. Sanchez was still Regional Director and continued backing it during the whole post-Bariloche phase of the project.

true that there is still much to do, but one must recognize that in the midst of financial limitations there has been a significant evolution.

In the matter of partnerships with other interested or affected sectors, there was progress in the incorporation of the private sector for a better management and a greater financing of the protected areas. At the same time, spaces of participation were opened and dynamized. Today, in spite of the complexity of interaction among diverse interests, dialogue has grown as well as the building of alliances, above all those involving indigenous peoples, peasant and Afro-descendant communities.

There is today a greater sensibility in the region on the subject, and therefore a greater support of social institutions and sectors, including parliaments and the private sector, among others. In general, there is a greater motivation of society to contribute in different ways.

On the other hand, there remain some challenges, such as the need to maintain the integrity of the national systems of protected areas in the midst of two scenarios generating pressure: the trend to growth of the economies in a non-sustainable manner and the developmentalist policies. A concrete example is the ever greater pressure to increase agricultural areas for the industry of biofuels and the growing development of the infrastructure for the tourism sector.

It is equally important to promote the involvement of communities in order to ensure a social appropriation of the protected areas. In general, it is evident that a better management of protected areas is achieved when work is done with the participation of the community.

We have to struggle in an intelligent manner so that the national systems of protected areas grow in quality as well as in quantity. This implies an increase of representative areas (that is to say, for example, a greater quantity of protected marine areas) and its interrelation and mainstreaming within the environmental system of each country. This last item will ensure that the systems of protected areas are not islands of conservation in the national agenda of sustainable development.

What is important is that this analysis “From Santa Marta 1997 to Bariloche 2007”, based on the multiple perceptions of various stakeholders, be useful to improve and enrich our work for the benefit of the conservation of our natural and cultural heritage as well as of the human welfare of Latin America, under a perspective of a sustainable development.

For this, it is necessary to better articulate the ecosystem services rendered in the protected areas under the perspective of the Millennium Development Goals. Likewise, the need to adjust the national systems of protected areas according to the adaptation to climate change.

In Santa Marta 1997 as well as in Bariloche 2007 it was shown, with many arguments and experiences that protected areas are fundamental tools for the development of Latin America and the Caribbean. In these two meetings important challenges were set down that we must all face. Above all, we have a double challenge. On one hand, we must increasingly include the protected areas in the framework of public policies, development plans and sector plans. At the same time, it is urgent to ensure that the existing protected areas are effectively protected and managed under principles of social equity and sustainability. To this end, it is advisable to apply the approach of an integrated management of ecosystems placing in the center of attention the betterment of the quality of life of human beings balanced with nature.

In the Latin American and Caribbean region, protected natural areas —and the spaces complementing them as buffer and connectivity zones— must become territories sheltering the natural heritage and ensuring an ecological balance, as irreplaceable components of the Sustainable Development to which we aspire for every society and future generations.

It is imperative to act using all the tools we dispose of, such as the experiences and debates in these important congresses to finally achieve a true sustainable development of Latin America and the Caribbean in which the protected areas will make a significant contribution.

At the end of the first decade of the XXI century, the management of protected areas in Latin America is going through a dynamic and creative stage. The region is offering to the world valuable conceptual and methodological contributions in subjects such as building and governance of national systems of protected areas. At the same time, Latin America is facing the challenge of articulating these systems in a changing political context, a global economic crisis forcing us to rethink the development models and strategies, and an economic environment controlled by sectors whose impact on the natural ecosystems requires careful public policies.

The experiences and advances of each country in this matter are shared in different regional and sub-regional forums. Among them the “Latin American Congress on National Parks and Other Protected Areas” has become a meeting that cannot be overlooked, in which all government and non-government stakeholders interested in the subject get together. The two first Congresses were held in 1997 (Santa Marta, Colombia) and 2007 (Bariloche, Argentina), and the third one is expected to be held about 2017. Furthermore, these regional events alternate with the World Congresses. More than isolated events, they are landmarks in a long-term process.

The Latin American Congress gathers the currents of thought of a decade and is useful for the evaluation of the state of protected areas on a regional basis. At the same time, its influence on the decision-making areas turns it into a strategic event. In practice, constructive communicating vessels have been generated between the Congresses and the technical networks of protected areas (Redparques – FAO and the International Union for the Conservation of Nature – IUCN), on one side, and the governments, multilateral organizations, international and regional agreements, the scientific community, the business sector and civil society organizations, on the other.

The trajectory of this process has had scales in some meetings that also constitute landmarks, since they have generated dialogues, reflections, proposals and common agendas: Caracas 1992 (IV World Congress), Santa Marta 1997 (I Latin American Congress), Durban 2003 (V World Congress), Kuala Lumpur 2004 (VII Conference of the Parties to the Convention on Biological Diversity), Bariloche 2007 (II

Latin American Congress), Bonn 2008 (IX Conference of the Convention on Biological Diversity), and Barcelona 2008 (IV World Conservation Congress — IUCN). The soon to be held Conference of the Parties to the CBD, in Japan 2010, and then the VI World Parks Congress around 2012-2013, will be the next meetings. This rotation has a practical sense, insofar as these events feed back each other. Governments enrich public policies thanks to the technical input and to the dialogue between the world actors and regional congresses, while specialists and social actors, on their part, direct their interests to a more comprehensive context.

We think it is important that the Bariloche Declaration does not merely remain a lost reference during the time it takes to be reviewed ten years later in the next Latin American Congress. Probably, it will be mentioned in the next World Congress about 2012 or 2013, but its import should be greater. The technical networks, coordinated by the FAO and the IUCN, should be encouraged, so that together with the UNEP and other concerned partners, they can provide the appropriate follow-up of the Declaration and develop mechanisms for the implementation of its proposals.

The present publication is part of the initiative “From Santa Marta 1997 to Bariloche 2007,” jointly promoted by the IUCN Colombian Committee, National Natural Parks Colombia and the Natura Foundation. The initiative aimed at doing an independent follow-up of the process of construction of Latin American thought on protected areas and development. To this end, the first and second regional Congresses were taken as references to monitor the evolution of thought along a decade. Additionally, a reflection was essayed on the future of the protected areas from the perspective of the new decade from Bariloche 2007 to the next Latin American event in 2017.

The methodology included various opinion research exercises done before, during and after the Bariloche Congress. In total, 131 persons from 19 countries took part. Two written opinion polls were carried out, one previous and one after the event. Additionally, numerous contributions were received through a structured interview and others through open opinion mechanisms. As a first result a book was published at the end of 2007 in the framework of the meeting. Now, in this second supplementary material a synthesis is made of the pre-Bariloche survey and the new results obtained after the meeting are also included. Besides, as a contribution of a prospective kind, five brief essays analyzing strategic subjects for the future of the protected areas and their relation with the development of Latin America are also included.

Although all the varied stakeholders who participated in the initiative maintain some sound differences as to their vision of what the protected areas should be, all coincide in their strategic value in terms of biodiversity conservation and their social role. Based on minimal agreements and while the necessary debate continues, a common front must be made to obtain a greater support of society for the protection of these natural strategic spaces. Just as it has lately been proposed, the participative and multi-sector building of a Latin American agenda on protected areas is not far off.

The editors wish to express our satisfaction with the constructive common efforts of the IUCN Colombian Committee, National Natural Parks Colombia and the Natura Foundation, on the initiative *From Santa Marta 1997 to Bariloche 2007*. We are also very grateful to the *United Nations Environment Program (UNEP/PNUMA)*, and to the *Amazon Cooperation Treaty Organization (ACTO / OTCA)*. Above all, we are grateful and delighted by the richness of the ideas contributed by all those who participated in the survey.



Flamingos in
Laguna Colorada,
Bolivia.
Jenny Gruenberger.

Protected Areas in Latin America From Santa Marta 1997 to Bariloche 2007

Currents of Thought through a Decade

It is usually said that Latin America reflects unity and diversity at the same time. This unique and complex reality was precisely expressed in an opinion research about protected areas made preceding the Second Latin American Congress on National Parks and Other Protected Areas (Bariloche, Argentina, 2007).

A hundred participants from the different countries of the region, with different visions on environmental management in Latin America, contributed with their thoughts in a process of survey with the goal of analyzing the evolution of ideas between Santa Marta 1997 and Bariloche 2007, that is to say, between the first and second Latin American Congresses on National Parks and Other Protected Areas. The result was a publication gathering the recent evolution, present state and perspectives of protected areas³. Following is a synthesis of this survey.

It is evident that there are context elements common to all countries of the region. We were thus not surprised to find in it perceptions that coincided. Nor were we surprised to also find diverse and even contrasting visions.

If we talk about currents of thought on the subject of protected areas, Latin America shows great vitality and maturity. Nowadays, two trends coexist and even compete: one is the “orthodox conservation current” and we could call the other the “social current”. It is a useful simplification to understand the evolution of thought

³ Guerrero E., S. Sguerra and C. Rey (eds.). 2007. Áreas Protegidas en América Latina —De Santa Marta 1997 a Bariloche 2007. Co-edition Natural Parks Colombia and IUCN Colombian Committee, under the auspices of UNEP/ PNUMA and ACTO/ OTCA, Bogota, 100 pp. (pdf version in: http://www.portalces.org/component/option,com_sobi2/sobi2Task,sobi2Details/catid,74/sobi2Id,613/Itemid,76/lang,spanish/)

and the dynamics followed by the management of protected areas as such. However, we must keep in mind that these two currents do not constitute closed-up groups, since there is a wide range of proclivities and coincidences between them.

From the analysis of the responses made to a semi-structured questionnaire, we can deduce that conservationists stand by the need to prioritizing IUCN protected areas categories I to IV (aiming at the protection of biodiversity through conservation strategies and indirect uses), while categories V and VI (aiming at the protection of biodiversity through the direct and sustainable use of natural resources), are more compatible with the thinking of those who consider that protected areas have above all a social role.

Contrary to what their critics think, conservationists do not defend an outdated or unconnected position of the social reality. What they really intend is that the aims for which protected areas were created are not distorted or overlooked. They accept their social purpose, provided it is not done at the expense of the preservation of the natural heritage they safeguard. Even more, they are worried that if protected areas are degraded in their capacity to provide ecosystem services, there will be no future for the human populations that depend on them.

On the other hand those who emphasize the social purpose of the protected areas are not exempt from stigmas and criticism. They are criticized for supporting a non sustainable social welfare, by concentrating only on the value of biodiversity as a local and immediate support to livelihoods, without gauging the impact the productive activities can cause on the natural habitat and consequently on society as a whole. What is true is that, the “social current” does usually recognize the values of biodiversity defended by conservationists, but of course subsidiary to poverty alleviation and the welfare of local communities.

The coexistence of these two lines of thought makes evident the importance of integral focuses and of the making of common agendas regarding management of protected areas. These two perspectives, completely reconcilable, have much to contribute and are compelled to generate synergies and to benefit from the “constructive tension” opposing them. The problem is really to reconcile the interests involved, as well as the ideological, political and sector biases, which frequently make difficult the agreement of visions.

The Bariloche Congress 2007 took place in the midst of an intricate social, political and economic context in Latin America and the world. Interestingly, it was found that some of the challenges of Santa Marta 1997 were still valid.

After ten years, it was useful to evaluate the advances, limitations and lessons learned. But first of all, it was convenient to revise the vision (or visions) of the protected areas in Latin America and to set down new challenges. These two past Latin American congresses were landmarks in a continuous process feeding the accumulated experiences and gauging the context. Thus, under the perspective of the process, the management of protected areas could be articulated with greater effect to the general development of countries, in the forefront of the next decade.

As a contribution to the dialogue between the different visions of protected areas coexisting in Latin America, the systematization and analysis of the survey “From Santa Marta 1997 to Bariloche 2007” allowed us to identify, in general terms, the following trends, advances, opportunities, challenges and lessons learned⁴.

Trends

According to the surveyed experts, the five big trends of the 1997-2007 decade, positive as well as negative, still presently standing are:

- Recurrent financial limitations for an adequate conservation management of natural protected areas and for the management of the national systems of protected areas.
- Greater social participation in the management of natural protected areas, with an ever growing active role of private stakeholders.
- Greater pressure on natural resources in the protected areas at the risk of their integrity and ecological function.
- Increase in the number of units of conservation and extension of the systems of protected areas, even though the effectiveness of their management is increasingly weaker.
- Greater weakness of public institutions in spite of recognizing important advances during the decade.

Advances

To evaluate the advances during the decade, we took as points of reference the key elements laid down in the “Declaration of Santa Marta 1997”. Under this framework, the main advances in **government action** recognized in the survey, were:

⁴ The detailed results of the survey “From Santa Marta 1997 to Bariloche 2007”, are found in the above mentioned printed publication (Guerrero *et. al.*, 2007) and also at site portalces.org

- Enhancement of legislation and regulation relating to the National Systems of Protected Areas.
- Development of policies and management plans of different scale, including the management of each unit.

In the matter of **partnerships**, the survey made clear that during the decade a remarkable diversity of mechanisms of co-management of the areas was put in place, as well as a variety of agreements and synergies of different scale involving multiple public and private stakeholders. As a whole, and in spite of their nuances, this whole set of public and private experiences represents an advance in terms of the democratization of the management of protected areas.

As to the **basket of mechanisms and management tools** that were set down in the Santa Marta Declaration of 1997, a general progress in all of them was observed, though emphasis was given to:

- Protected Area Management Categories: The generation of new management categories was stressed, with emphasis on those that could match Category VI of the IUCN, on the national scale as well as in more decentralized levels of government.
- Policies: Stress was put on the advances in the development of a body of coherent rules, the framing of strategic plans of protected areas on a national scale, and the creation of thematic policies.
- Management plans: In almost all countries, the growing efforts to set down and implement the management plans of protected areas were recognized.

Perceptions on the more relevant advances during the period 1997-2007, were also gauged taking as a point of reference the “Guide for Action”⁵, a document set down in Santa Marta based on the recommendations generated in the different symposiums and workshops of the first Latin American Congress. Among the 30 guidelines contained in the “Guide”, a greater degree of advance in the following was pointed out:

- Setting down of policies of protected areas aimed at the planning and management of national systems (Guideline 2).

⁵ The “Declaration of Santa Marta” and the so-called “Guide for Action” were part of the formal results of the First Latin American Congress on National Parks and Other Protected Areas. The complete texts can be seen in the corresponding Memoirs. You can also find them in printed and digital versions of “Protected Areas in Latin America — From Santa Marta 1997 to Bariloche 2007” (Guerrero *et. al.*, 2007) - in Spanish.

- Promotion of the effective application of international conventions and compromises related to protected areas (Guideline 3).
- Promotion of eco-tourism and other alternatives of use compatible with the objectives of conservation and the criteria of management of the different categories (Guideline 17).
- Guarantee of the rights of indigenous peoples and of the aims of conservation, through agreements for the consolidation of indigenous territories as well as of protected areas (Guideline 18).

In contrast, the guidelines with the least degree of advance according to those who were polled were:

- Including the protected areas in the national development plans, emphasizing the role of rendering environmental services (Guideline 7).
- Development of legal tools and effective mechanisms strengthening the protection of the areas facing incompatible circumstances with their aim of conservation (such as mining, petroleum and hydro-electric dams) (Guideline 14).
- Encouragement for the development of economic tools to incentive conservation (Guideline 26).

Opportunities

The opportunities that repeatedly appeared in the survey were the following:

- Greater sensibility and interest of society in environmental subjects, including a growing recognition of the importance of protected areas.
- A good ambiance for partnership and team work between institutions and interested stakeholders.
- A growing favorable appraisal of the protected areas as providers of environmental goods and services.
- The existence of institutions and policies for the management of protected areas.
- The megadiversity of Latin America.

Challenges

The more frequent challenges mentioned by the respondents were the following:

- To ensure an equitable social use of the protected areas, reconciling economic, social and environmental dimensions of development.
- Strengthening the National Systems of Protected Areas.

- To ensure the financial sustainability of the National Systems of Protected Areas.
- To strengthen the institutional structure and management capacity of the protected areas.
- To achieve a greater political status for the National Systems of Protected Areas within the structure of the State.
- To strengthen spaces and mechanisms of social participation in the management of protected areas.
- To promote partnership and common agendas coherent with the aims of the protected areas.

Lessons Learned

The experience of the 1997-2007 decade left valuable lessons in every country, which we must keep in mind nowadays. The main lessons and recommendations based on them and identified by the respondents are:

a) Participation and partnerships

- Enough social backing is required to maintain the integrity of the protected areas, for which it is necessary to strengthen the processes of participation.
- In general, protected areas have been better handled when working with the communities, under clear and equitable regulations.
- The State must promote alliances with diverse stakeholders, making clear the roles and responsibilities of each one. Nevertheless, the State cannot delegate responsibility or reject its indeclinable role of ensuring that common benefits have priority over private interests.

b) Integrated management and planning

- It is necessary to consider protected areas with a vision integrating the natural, social, cultural and economic components. With this objective in mind, the Ecosystem Approach aims at a clear and integrating framework of action.
- The management of protected areas must be based on an adaptative and participating planning involving all interests and stakeholders in the buffer zones and areas of influence.
- The planning of the National Systems of Protected Areas must be steeped in the country's vision and planning, therefore it is convenient to include the subject in the highest level of public agendas and development sectors.

The survey "From Santa Marta 1997 to Bariloche 2007" permitted the display of a remarkable diversity of opinions, worries and wishes about the evolution of

protected areas in Latin America. From an integral point of view, following we present some general conclusions and recommendations:

- The 1997-2007 decade reflects a varied and large series of advances. However, the way ahead is still quite long. Protected areas are now better placed, but they still don't have enough political and administrative standing. It is thus necessary to influence on the highest political level to make possible the strengthening of the national systems of protected areas, in order that they are complete, effectively managed and ecologically representative.
- The national systems of protected areas show growth in the number and extension of declared areas under several management categories; however, this growth is not reflected in their management effectiveness. A priority is then to strengthen the capacity of the technical teams in the protected areas, as well as governance and general public conscience, through an integrated management and permanent evaluation of its effectiveness.
- Pressure on natural resources is everyday greater, so that their management must adapt itself to new contexts specially promoting land planning in the buffer zones and the establishment of corridors for the conservation and connectivity between protected areas. The growing biofuels industry and the effects of climate change, among other factors of pressure, deserve a short-term renewal of the national and international sustainable development agendas in so far as the priorities of action.
- It is recommended to consider the creation and/or consolidation of a mechanism to promote a greater interaction among the different government and non government networks and institutions already existent in Latin American (*RedParques, CMAP-IUCN, Forum of Ministers of Environment – UNEP, NGO networks, among others*). Such a mechanism would be very convenient to accompany and coordinate a wide and inclusive Latin American dialogue about the protected areas, linking successive Regional Congresses.

The aim of this survey was to recover a representative sample of the diversity of thought in Latin America about the interaction between the protected areas and development. We are satisfied to have gathered a diversity of ideas and visions which cannot usually be found in official or sectoral publications. With this, we aspire to contribute to the building of dialogue bridges between the different public and private sectors and, in general, between the different interested and/or affected stakeholders.



Voices / Lessons Learned

“Currently, the real situation is that a great part of the success in conserving our natural spaces is precisely due to the work done outside the protected areas themselves, a fact which allows the diminution of pressure and ensures the genetic flow of the species.”

ERNESTO ENKELIN HOEFELICH AND
FLAVIO CHAZARO RAMÍREZ, MEXICO

“We learned to open more to the affected groups, especially to local, traditional and indigenous populations.”

MAURA MACHADO SILVA, BRAZIL

“The more society takes part in its management, more social and political support is gathered for the development of the system of protected areas.”

JUAN CARLOS GODOY, GUATEMALA

“The mere participation of the beneficiaries and the interested parties in the process of decision making does not ensure the protected areas sustainability. It is required to put on the common table all information and ideas, and to clearly define the future scenarios to be chosen, conscious of the long term consequences of present decisions.”

VERÓNICA RUSCH, ARGENTINA

“You cannot talk about conservation if there is no real involvement of communities. One cannot only think about eco-tourist productive chains if you don’t accept the importance of local populations. These cannot just supply the guides for the amusement of tourists.”

MARGARITA FLÓREZ, COLOMBIA

“Shared management —although still to be perfected— works.”

MARILIA BRITTO DE MORAES, BRAZIL

“Community participation, on the level demanded or intended by the institutional policies, is only possible if there is continuity, and the political will of non environmental government and private stakeholders, which does not presently exist. The community is involved with relatively high intensity, but the answer of institutions facing its expectations is really poor, and what sees in the field is that people are ever more disappointed with the institutions and with fewer arguments to change their practice.”

JUAN CAMILO GARIBELLO, COLOMBIA

“Governments themselves cannot efficiently manage the protected areas, which must be open to private or voluntary conservation, in terms of alliances and not of competition.”

CARLOS SANDI, COSTA RICA

“Why don’t the indigenous peoples want their territories to go on being declared as protected areas? Because they lose their autonomy. Who becomes then the authority? *National Parks*, a fact that generates duplication, not only in the subject of territories but also in that of governance. Besides, indigenous peoples are tired of the territorial dispossession and they’re greatly wary of government proposals.”

GLORIA AMPARO RODRÍGUEZ, COLOMBIA

“We are all compelled to see beyond the limit of Parks, and to put ourselves in the place of others because there are quite many different visions that must be taken into account.”

GISELA PAREDES, COLOMBIA

“One cannot manage protected areas with a naturalist and culturalist perspective which conceptually ‘isolates’ these areas from national problems (poverty, social exclusion, and others) and drives them away from the daily life of the local population and the urban beneficiaries.”

ALEX RIVAS, ECUADOR

“To declare a protected area does not automatically transform it into an effectively protected area. One must work with the external factors that can make it effective.”

DIEGO OCHOA, COLOMBIA

“The role of protected areas must be linked to national development and the elimination of poverty.”

TARCISIO GRANIZO, ECUADOR

“National Natural Parks are not ‘islands’ and must be involved in the regional context of which they are part. One must search for the mechanisms for protected areas to participate in the development and welfare of local populations and in general of the region.”

MARÍA CLAUDIA FANDIÑO, COLOMBIA

“If institutions are not strengthened, everything else is like building sand castles, with no foundations. If we don’t have solid institutions, advances in plans and management cannot be worked out. If one invests heavily where there are no strong institutions, it is a waste of money, because one can only realize certain things which soon break down.”

GUSTAVO SUÁREZ DE FREITAS, PERU

“One must work not only with local communities, but also with people in cities and decision makers, based on the environmental services protected areas render for the whole society.”

JIM BARBORAK, USA-COSTA RICA

“If the financing of protected areas is expected only from the State, there will be many problems in relation to funds.”

MANOLO MORALES, ECUADOR



Voices / Opportunities and Challenges

“Recognition of national parks and natural monuments, citizen participation and the rights of indigenous peoples by our National Constitution, generates a key opportunity for protected areas in Venezuela.”

VIVIANA SALAS, VENEZUELA

“The agendas of neighboring countries in the matter of protected areas coincide, which is a great opportunity to consolidate the establishment of transboundary natural reserves and biological corridors.”

IVONNE OVIEDO, HONDURAS

“Let’s see citizen participation as an opportunity and not as a menace.”

VIVIANNE SOLÍS, COSTA RICA

“Carbon credits for natural forests represent an opportunity to finance protected areas.”

MARC DOUROJEANNI, PERU-BRAZIL

“A key challenge is to balance conservation policies with developmental policies of other sectors in government and society as a whole.”

HELDER DE FARIA, BRAZIL

“We have to join the environmental concepts, those of the ‘socio-environmentalists’ and those of the ‘preservationists’ as well.”

MARILIA BRITTO DA MORAES, BRAZIL

“The greatest challenge we shall face is how to achieve the functionality of the protected areas, given the growing pressures on ecosystems, be they soybean, cattle raising or biofuels.”

VÍCTOR HUGO INCHAUSTY

“Since the creation of a protected area, we face the challenge of ensuring social participation.”

MAURO MACHADO SILVA, BRAZIL

“An important challenge consists in proving the benefits of protected areas and their relation with the overcoming of poverty.”

ERNESTO ENKELIN AND FLAVIO CHAZARO,
MEXICO

“Protected areas do not offer society all the benefits they should, because to manage them well requires capacities that are not yet in place; budgets that arrive late or never; public-private partnerships that are not as solid as they appear in photos; and international projects that sometimes are presented as more successful than they really are. In the meantime, we are not capable of compensating the rural worker for the crop destroyed by a protected wild animal; straighten other public sectors which affect with their decisions on protected areas, or getting tourism to benefit enough the local people.”

GUSTAVO SUÁREZ DE FREITAS, PERU

A Post-Bariloche Reading

As part of the initiative “From Santa Marta 1997 to Bariloche 2007” the participants in the Bariloche Congress were encouraged during the last day of the event and through the following months, in 2007 and 2008, to put in writing their views on the present and future of the protected areas in Latin America.

Through different means (interviews, written questionnaire, inquiry cards, e-mails), a wealth of contributions was again obtained which were systematized and are presented here.

General Opinion about the Congress

The Latin American Congress on National Parks and Other Protected Areas, in its two versions (1997 and 2007), has become a reference event on the subject in the region. Although the Declaration of Bariloche⁶ and other results of the Congress do not have a legally binding nature for governments, it represents a valuable material to direct the management of protected areas in Latin America. The technical-political character of the event and its inclusion of government and non-government actors, make it one of the most important debate venues of the region on the subject of conservation and development.

As a contribution to the organizers of the Third Congress that will be held about 2017 and to other similar events, we next offer a synthesis of the main observations gathered about the Second Congress in Bariloche.

- The number and diversity of the participants was remarkable, a fact which showed the increasing interest on the subject. While in Santa Marta 1997, 645 participants took part, in Bariloche the number of delegates reached 2388. The numerous and diversified participation affected positively the

⁶ Declaration of Bariloche, proceedings and other outputs of the “Second Latin American Congress on National Parks and Other Protected Areas” were published and disseminated in a CD format in 2008. Results are also available in the web sites of Congress organizers: IUCN, FAO, UNEP and *Administración de Parques Nacionales* (Argentina).

development of the event, since it enriched the discussion and promoted important spaces for dialogue. Besides, the varied origin of the participants gave the Congress a truly regional coverage. It showed that the total number of persons working in Latin America on subjects related to natural resources and conservation had considerably increased through the decade 1997-2007.

- Bariloche 2007 stood out for having assembled the widest range of stakeholders and visions about protected areas in Latin America and for having promoted a multi-sector space for dialogue. In addition to the number and diversity of the participants, it succeeded in assembling most of the key actors, government and non-government, who manage the systems of protected areas in the continent. The governments and NGO's were widely represented. There was also an important group representative of the indigenous peoples and of the business sector. However, although some non-indigenous community-based organizations took part, this was the group with the smallest representation.
- The agenda of the Congress grew and diversified in relation with the first version. Above all, it was a multi-subject Congress, with different focuses on the same problems, and where technical as well as political matters were debated. The subjects on biodiversity proposed in Santa Marta 1997 were enhanced by countless socio-environmental themes. This strengthened the debate about the management of protected areas and their social function. We recommend that in the next Congress it would be convenient to better equate and integrate the conservationist and socio-environmental approaches. It would be interesting to offer workshops, not only plenary sessions, to assemble in the same space different visions and approaches on the subject of protected areas. It is in workshops and symposiums where the comprehensive debates generating synergies take place.
- The II Congress allowed each country, and the region as a whole, to evaluate its performance between Santa Marta 1997 and Bariloche 2007, following the lines of action approved in the First Congress.
- Because of its size, the Bariloche Congress was evaluated as an exceptional space for the exchange of knowledge and experiences on a regional basis in Latin America and, at the same time, as an adequate venue for an open and democratic debate on conservation and development, even beyond the subject of protected areas.

Also, a couple of observations on aspects that could be improved in the next Congress, follow:

- The thematic complexity exhibited in Bariloche made difficult an encompassing general overview. In-depth work was done on specific subjects, but insufficient room was allowed in terms of a comprehensive vision. The Declaration was a good synopsis of the conclusions and proposals of the different symposiums, but it lacked integrating elements. On the matter of thematic content, the number of symposiums (15) and workshops (71) was somewhat excessive and there was a lot of overlapping and dispersion of subjects. In comparison, in Santa Marta 1997 the agenda of the Congress was divided into 4 symposiums and 18 workshops. Although it is evident that the subjects evolved and diversified along the decade, it is not desirable to have a much fragmented agenda. In fact, in many cases, the workshops followed a more institutional than a thematic logic which could perfectly have been combined. As a negative effect, the participants had some trouble defining a line of participation and even encompassing the Congress as a whole. It would perhaps be convenient that the Third Congress considers the possibility of establishing a thematic agenda with a reasonable structure of symposiums and workshops, reflecting the diversity of subjects and at the same time preserving the comprehensive character of the Congress and following a leitmotiv in conceptual terms.
- As to the logistics, there were some limitations to be expected in a small city. Since there was no adequate convention center, the Congress took place in several venues. This implied problems for the participants in going from one symposium to another, these sometimes taking place in distant points. To this, one must add that due the great number of workshops, some of them ended up being held in inadequate small rooms while others took place in excessively large venues.

The Legacy of Bariloche

Bariloche 2007 showed that the subject of protected areas in Latin America has increasingly involved a much greater and more diverse number of stakeholders. Society more and more considers these areas as part of the heritage of all citizens. The responsible government agencies have before them a complex group of stakeholders with varied concerns, so the management of these areas has become a sensitive and strategic matter. Moreover, the number and diversity

of the subjects studied in Bariloche was a reflection of the present multiple approaches to national parks and other protected areas.

The technical legacy, represented in the Memoirs and the enormous quantity of information shared is immense. It was not so much the seminal ideas, as in Santa Marta 1997, but the concrete advances, experiences and tools developed, that were put forward and debated during the Congress. We could say that Bariloche gave content and practical projection to the concepts and lines of action proposed in Santa Marta.

The political legacy is equally rich and is reflected in the Bariloche Declaration. Above all, it reaffirmed the Latin American vision of protected areas agreed upon in Santa Marta, considering these territories as “strategic spaces for the countries, because they are indispensable for their growth, their development and search of adequate conditions of life in their territory, apart from constituting one of the main options for the protection of the natural heritage.” As a result of this vision, protected areas are perceived in a more and more comprehensive way, and less and less as “islands” but rather as strategic elements in agricultural planning, fundamental in bettering the standard of living of local and urban communities benefitting from them. In sum, as support of the public policies of sustainable development.

In a complementary manner to the official Memoirs, the participants made valuable contributions to the legacy of this second Congress. The elements supplied by them are the following:

- In Bariloche, the debate on the role of protected areas in the development of Latin American countries was enhanced. Congress results offer relevant criteria and information to better position the protected areas within the framework of public programs and policies.
- The perspective is no longer in terms of what do the protected areas require from the State and private institutions, but also what do the protected areas offer the State and society as a whole.
- Bariloche registered the worry about the menaces against the protected areas on account of badly planned economic activities that respond to short-term interests of sectors and put at risk the natural heritage, especially in the areas of mining, petroleum, infrastructure, agroindustry (including soy and biofuels) and tourism.

- Bariloche took the baton from Santa Marta 1997 and proved that Latin America has advanced in the lines of action proposed by the Declaration and the Guide of Action of the First Congress. The advances in the matter of partnerships with concerned or affected sectors, capacity and governance building, are significant and promising, although the challenges are still enormous.
- A big part of the rich experience accumulated in the countries of the region was gathered, in the areas of social participation, co-management and implementation of IUCN protected area categories V and VI (aiming to harmonize conservation and sustainable use of biodiversity).
- The political position of the indigenous peoples was heard and they were offered an important space for dialogue on protected areas, which had developments during the Congress itself (that is to say, the creation in Argentina of the Advisory Board of Indigenous Policies —CAPI— in the Administration of National Parks).
- The situation of the marine protected areas in the region was approached; the subject was reviewed and made clear the urgency of giving priority to MPA within the building of National Systems of Protected Areas.
- Experiences were exchanged and the lessons learned on the subject of financial mechanisms were analyzed. As a message for the future, the need was raised to increase government budgets and at the same time to continue developing the environment funds and means of paying for environmental services, among others, to cover the financial shortages in the management of protected areas.

Priority Actions to Strengthen the Management of Protected Areas

In the last day of the Congress, in a free way, many participants wrote a card in which they gave their ideas on the priority actions needed to strengthen the protected areas in our countries. The result was systematized and next follows a summary of the aspects that had the most answers.

Wider citizen participation

It is necessary to widen the participation of citizens and to strengthen the inclusion of all social sectors, as fundamental means for the management of the

protected areas. These include the local communities inhabiting the areas themselves and buffer zones, but also the business sector and, in general, the rural and urban citizens of each country. The protected areas belong to society as a whole, and this in turn receives benefits from them, and all citizens are also responsible for their conservation and sustainable use. The need to promote partnerships between the government, civil society and the business sector is more valid than ever. Actions should include: policies and incentives to encourage local participation, a strict respect for the channels and processes of involvement provided by law, and the organization of public forums, among others.

More media spread to better public opinion on protected areas

Advertising campaigns are suggested, with simple and substantial messages for the general public, extolling the values and function of protected areas. The strengthening of tourism promotion is also proposed, stressing the importance of knowing and protecting the natural heritage in specific places or routes.

More media spread to better the political status of protected areas

In the same sense as the previous section, it is suggested that the media is put in the service of constant actions to exert pressure on the relevant political and government agencies. In particular, the role of the protected areas as providers of ecosystem services to society must be documented and spread in an ever clearer form.

Environmental education

To strengthen formal and non-formal environmental education programs and contents is considered a priority action. The subject of protected areas must be part of the curriculum from primary on. Likewise, in the area of non-formal education, the campaigns aimed at the visitors, children as well as adults, of protected areas must also be strengthened. Interestingly, many of those who consider environmental education a priority in the management of protected areas, are park rangers and tourism guides, that is to say, persons who are permanently in contact with visitors in the field.

Long-term training

In the matter of training, emphasis must be put on that of conservation agents, managers of parks, park rangers and local communities, among others. The training

programs should be long-term and would have to include the exchange of knowledge, experience and information.

A more consistent articulation with national development plans and sectoral agendas

Although advances have been made in this direction, many participants believe there is much left to be done for national parks and other protected areas to reach the position that corresponds to them in development programs. It is necessary that policies on protected areas be raised in rank within the State and to be articulated in a balanced way with the economic and social agendas.

Institutional strengthening

The agencies in charge of parks and other institutions contributing to the national systems of protected areas must be strengthened. Participants emphasized the following aspects of this subject:

- To increase and ensure the financing of protected areas management.
- To give greater autonomy to the responsible authorities of the protected areas.
- To decentralize the public management of protected areas.
- To create/combine/strengthen the bodies of park rangers.
- To strengthen the training programs of park rangers and other agents working in the field, in aspects such as human relations and management of groups (see paragraph “Long-term training” in this same section).
- To organize activities for the exchange of experiences within the national systems of protected areas.

More action and not only planning

It has been recognized that advances have been made in the definition of policies, directives and management plans of protected areas. Now energies must concentrate on the strengthening of decentralized agencies to implement, together with the local communities, what has been planned.

Other priority actions

- Incentives to promote conservation.
- More research on parks.

- Special attention to marine protected areas.
- Preparation for the palliating and adapting to climate change.
- Regional cooperation in Latin America.

Priority actions within the framework of the Bariloche Declaration

The Bariloche Declaration proposed a set of areas of actions derived from the recommendations made by the different symposiums during the Congress. It is a compilation of elements that could well be used to build a sort of Latin American agenda for the management of protected areas. With the intention of setting priorities, a post-Bariloche survey was done on the actions that should receive more attention during the next few years.

In spite of the importance given to all the areas of action included in the Declaration, the participants surveyed thought that the following should be the priority actions, among the 24 items exposed⁷:

- To strengthen the **institutional capacity** of the agents and institutions in charge or related to the management of protected areas (*area of action 14 in the list of the Bariloche Declaration*).
- To strengthen the **informed participation of the local communities, indigenous peoples and afro-descendants**, among other stakeholders of civil society (*area of action 13*).
- To demonstrate and spread **the irreplaceable role of protected areas in the achievement of the Millennium Development Goals** and in the implementation of the important Multilateral Environment Agreements (*area of action 1*).

On a second level of attention the answers mentioned the following areas of action:

- To look after the commercial and economic development agreements and the infrastructure plans so that they don't negatively affect the protected areas or lessen the possibilities of reaching the objectives of conservation and support of development (*area of action 6*).

⁷ See Bariloche Declaration at web pages:
www.rlc.fao.org/es/tecnica/parques/pdf/BariDecl.pdf
cmsdata.iucn.org/downloads/barilochedeclaration.pdf

- Promote and facilitate the development of new partnerships and innovative strategies of income generation in order to attain a sustainable financing of protected areas (*area of action 10*).
- Provide for the creation of conscious and responsible societies with a political environment favorable for the effective management of the protected areas, through the strengthening of institutions, communication programs, public awareness, focus groups interpreting, and formal and non-formal education (*area of action 15*).



Voices / The Legacy of Bariloche

“Without doubt, a great regional meeting of most of the key actors who manage the systems of protected areas in Latin America, opening a very valuable space for the interchange of positive experiences. It was confirmed that Protected Areas are an adequate tool for the conservation of biodiversity, ecosystems, biomes, and a unique and spectacular scenic beauty that render vital environmental services for society.”

JOSÉ MANUEL MATEO, DOMINICAN REPUBLIC

“Latin America keeps up a tremendous prominence in matters of conservation, which presently emphasize participating and multi-sector governance of protected areas; a greater participation in conservation of indigenous peoples, communities and private stakeholders; as well as the urgent need to bridge the existing gap in the enormous dearth of marine protected areas.”

JAIME ROVIRA, CHILE

“The Congress left a strong regionalist and pro indigenous peoples message that can be used positively or negatively, the legacy being different according to those who implement it: We either use the acknowledgement of the social agenda to articulate and unite the necessary stakeholders to ensure conservation, or we use the social message to deteriorate the conservation strategies by means of sectoral political agendas only interested in short term solutions.

JAVIER ÁLVAREZ, ARGENTINA-UNITED KINGDOM

“I think that its main legacy was the fact that it proved and made evident the need for the *in situ* conservation of biodiversity to go beyond the national parks and protected areas as such. In this sense, I also think that the human dimension in the use and management of protected areas was more evident.”

MARÍA CLAUDIA FANDIÑO, COLOMBIA

“This Congress did not offer as original and basic positions as that of Santa Marta, the first of the two that have been held so far. However, it resulted in the strengthening of the line tenuously traced out ten years ago, and that today leaves a trace, specifies, and offers experiences, solutions, and possible alternatives. A wealth of new stakeholders, concepts, criteria and possibilities. What we saw before as experimental and incipient, we see today as achieved or perhaps sometimes lost, but already with a history and perspectives. Today, we have a whole legacy of concrete facts and capacities reflected in the different countries and organizations, whose interchange is valuable and enriching.”

GUILLERMO MARTÍN, ARGENTINA

“In Bariloche was evident the interest shown by the region in the advance of development practices of conservation and management of protected areas under different designs of governance that at the same time can contribute to local development and the diminution of poverty.”

VIVIENNE SOLÍS, COSTA RICA

“The Bariloche Congress contributed to the acknowledgement and clearing up of some of the more important present environmental conflicts in —or near— several protected areas in the region, such as the menace involved in the impact of economic agreements or infrastructure plans, illegal crops, and agro-industrial projects for the promotion of ‘biofuels’, among others.”

GERMÁN QUIMBAYO, COLOMBIA



Voices / And What Next After Bariloche?

“The intention to think and reconsider the management not only of the protected areas already declared, but of other important zones for conservation, must not cease at the end of an event like the Latin American Congress. One must follow up with a constant exercise of discussion and promotion of efficient alternatives in this area, in scenarios and venues of participation on a different scale, be they local, national or regional.”

GERMÁN QUIMBAYO, COLOMBIA

“It is important to keep up definite meetings, as periodical forums that help to reinitiate discussions that were important in the Congress, thus supporting the proposals on protected areas management and even to provide mechanisms promoting the implementation of the necessary actions defined in the Declaration.”

MARÍA PAULA QUICENO, COLOMBIA

And Now the Next Decade Going to 2017

The previous pages look over the prevailing ideas during the 1997-2007 decade offered a good occasion to evaluate trends, advances, lessons learned, opportunities and challenges. And, above all, it raised the need to project protected areas towards the future, with special attention to political, economic, social and environmental factors that dynamize today's world.

Beyond consensus or disagreements, in Latin America an ambitious vision has been in the making, considering the protected areas as strategic spaces for the integral development of our countries and giving rise to a series of tasks that cannot be postponed.

The next decade until the Third Latin American Congress on National Parks and Other Protected Areas, which must be held around 2017, will coincide with a stage of political and economic transformations in the region and the world. Half way, in 2012 or 2013, the next World Congress will also be useful to revise and refine a regional vision within the framework of a changing social context.

The future of the protected areas will be more and more linked to the political-economic agendas and to the way that Latin America will consolidate its processes of integration and shape its models of development, hopefully more sustainable and better adapted to the needs and realities of the people.

Subjects such as the development of infrastructure for integration (i.e. IIRSA, Plan Puebla — Panama), the growth of the international trade of commodities, the biofuels "boom" and the dynamics of the oil and mining sectors will generate important challenges and perhaps opportunities for a social re-evaluation of these areas.

On the other hand, a follow-up will have to be made on yet incipient theoretical processes, such as the incorporation of protected areas in the

strategies of adaptation to climate change, as well as their role in terms of access and equitable sharing of the benefits derived from biodiversity.

One will also see a consolidation and continuous evolution of processes such as co-management, social participation in the management of protected areas and the development of private reserves networks.

Pending are some assignments for the next decade. One of them will be to consolidate the national systems of protected areas which should pass from paper to practice. Pending is also the implementation of concrete solutions to resolve the frequent tensions overlaying between diverse categories and approaches of territory management: protected areas, collective territories of indigenous peoples and Afro-descendants and, oil and mining concessions.

The Bariloche Congress 2007 demonstrated that Latin America has at its disposal a considerable offer of capacities and tools for the environmental management and, in particular, for the management of protected areas. But there is still a long way to go in the strengthening of institutions and stakeholders. It is fundamental to boost the richness of thought and capacities displayed by the region, in order to strengthen processes and to advance. This implies the need to do more coordinated work, as well as to encourage consensus and synergies. Beyond the different ideological emphases, there should exist a sole great vision towards a sustainable and equitable development in which the protected areas play a fundamental role.

Next Steps

Next Steps on the Nation, Sub-national and Local Levels

To spread and promote the results of the Congress

Because of the size and range of the “Latin American Congress on National Parks and Other Protected Areas”, it is important to spread and analyze its results beyond their short-term effect. The dynamics generated every ten years by the Congress is part of a process of reflection and exchange of knowledge that is worth maintaining active throughout the decade. In this sense, the next steps could include activities such as the following:

- Media spread of the Congress Declaration and its significance.
- Communication of the results to the national governments, on the

executive level as well as to the relevant legislative and judicial entities, from the national to the local level.

- Spread of the results among the people and organizations that did not participate in the event or did not take part in the thematic networks.

Promote the implementation of actions stated in the Declaration

Although it is not a matter of binding agreements for governments, the Bariloche Declaration and other directives set by the Congress, have the enormous value of being the result of an event of regional range that assembled all kinds of specialists and government and non-government actors. Such guidelines and recommendations constitute an essential technical reference to direct the management of protected areas in Latin America. Therefore, next steps during a couple of years after the Congress should include activities such as the following:

- Study and analysis of the Declaration, according to the context of each country, in order to identify the relevant and priority elements not yet included in the national agendas and programs of protected areas.
- Definition of the necessary actions, mechanisms, partnerships and resources to implement on a national scale the relevant recommendations product of Bariloche 2007 (for instance, the setting up of work groups in each area of action, taking advantage of existing mechanisms such as the clearing-house mechanism and technical networks, among others).
- In the period 2009-2012, the organization of National Congresses of Parks and Other Protected Areas is advisable, in which a follow-up of the Latin American Congress and the future projection of its directives should be included.
- As a complement, the IUCN National Committees could organize an agenda of meetings and dialogues to discuss the results of the Congress and design a strategy promoting the implementation of the recommendations according to the context of each country.

To promote a mechanism of permanent communication between Congress and Congress

Including activities such as:

- Updating of directories of institutions and individuals including all government and non-government interest groups and stakeholders.

- Strengthening of the Convention on Biological Diversity (CBD) mechanism of facilitation in order to provide it with more interactive spaces.

Next Steps in the Latin American Regional and/or Sub-regional Levels

Accomplish a post-Bariloche follow-up articulated with regional processes

It would be quite useful to define a mechanism on a regional level for the follow-up and evaluation, until the next Latin American Congress in 2007, of the advances connected with the implementation of the guidelines produced in Bariloche 2007.

As a suggestion, this proposed mechanism could be an inter-institutional committee, which besides the follow-up between Bariloche 2007 and the next regional Congress, could also include the preparation for the next World Congress in 2012-2013 as well as the development of actions and inputs aimed at the processes and agreements of regional integration. Ideally, it should include the participation of all regional and sub-regional networks working on the subject of protected areas.

Within this framework, an idea that has been proposed since a long time ago in different venues would be the promotion of the strategic planning of protected areas on a regional and sub-regional level, for the setting-up of a minimal agenda or common platform of cooperation. An example of an activity of this kind is the one done by the Amazon Cooperation Treaty Organization (ACTO) in the eight associated countries. To this same effect, the setting up of a common network and program has been proposed on the subject of marine protected areas, which show the larger deficit and, at the same time, the greatest opportunities of synergy in Latin America.

To strengthen the regional and sub-regional networks in protected areas for the exchange of technical knowledge, experience and cooperation

- Development of simple mechanisms of coordination and synergy among the different existing regional and sub-regional networks. Among other ideas, a mechanism of inter-institutional coordination

(see previous section) could be created; and the partnerships could be given a practical content through the implementation of specific joint tasks.

- Joint organization, by the different networks, of regional symposiums on specific subjects of strategic interest for Latin America.
- Organization of forums (in person and virtual) for a regional debate on subjects and challenges raised in Bariloche.
- Establishment of a mechanism to facilitate access to the different data bases of the systems of protected areas in each country, such as the initiative already promoted by the *Latin American Technical Cooperation Network on National Parks, other Protected Areas and Wildlife (Redparques)*.
- Organization of regional exchange activities of experiences among concerned institutions and stakeholders, so that it will not be necessary to wait ten years between Congresses.
- The creation of a Regional Network of Marine Protected Areas.

Spread and position on an international level of the Latin American experiences in the management of protected areas

- Greater international spread of the positive contributions realized by Latin America in the management of protected areas, of subjects such as climate change, forest conservation, sustainability of water resources, poverty alleviation, and human development.
- Strengthening of the Latin American participation and position in international spaces, such as the CBD, based on the wealth of inputs from Bariloche 2007.
- Setting up of common agendas and regional proposals that can be presented in the multilateral environmental agreements and the regional integration institutions.

Develop ways of bi-national and tri-national cooperation for the management of transboundary protected areas and shared ecosystems

- Support of the existing mechanisms to further joint actions on adjacent protected areas.
- Strengthening of technical cooperation, partnerships and common strategies, among neighboring countries aiming at the conservation of transboundary protected areas, taking into account the international and regional agreements, as well as the sovereign policies of each nation.



Voices / Protected Areas and Development

“Currently, not only the managers of protected areas, but also a wide range of institutions identify protected areas as spaces of high value, basically related to key issues of health, education, economics, sustainable development and the strengthening of cultural identities, food and climate change.”

ROBERTO LUIS MOLINARI, ARGENTINA

“The protected natural areas are fundamental, so much more at this time in which many different countries and actors in South and Central America begin to consider quite seriously regional integration, which implies the development of logistics and infrastructure.”

MARÍA TERESA SZAUER, COLOMBIA-VENEZUELA

“We have really entered a new era and, in some cases, the management of the Systems of Protected Areas faces radical development policies and investment without environmental criteria, which presently invade developing countries.”

ADA CASTILLO, PERU

“Transnationals deal directly with present governments reaching agreements that allow the upholding of ‘successful’ economic models, in detriment of natural systems and local communities.”

JORGE A. OPORTO, CHILE

“The high demand for minerals and hydrocarbons, coinciding in many places with the protected areas, intensifies the debate about development and conservation. Our protected areas are more and more object of economic exploitation based on the needs of economic growth, without any environmental provisions.”

JUAN MAYR, COLOMBIA

“I have the impression that protected areas are subconsciously seen as future reserves of resources to be exploited, more than to be preserved.”

AMNERYS GONZÁLEZ, CUBA

“The pressure of poverty and underdevelopment prevents the investment of more funds for the protection and sustainable use of biodiversity. On the other hand, most developed countries do not meet their commitments to fund the poorer developing countries, where one finds the most important areas of conservation.”

PEDRO M. ALCOLADO, CUBA

“The national Systems of Protected Areas have not advanced enough during the last ten years, since they are being undermined by economic, tourism and energy interests, under the pretext of diminishing poverty.”

MARCO VINICIO ARAYA BARRANTES,
COSTA RICA

“As to the global menaces for the daily life of persons announced by the scientific community, which are presently no more menaces but realities, the importance of maintaining protected areas becomes evident, in order to keep up ecological processes and services.”

VÂNIA REGINA PIVELLO, BRAZIL

“The subject of protected areas presently has a high place in the agendas of the main state institutions handling the basic subjects in the country’s development agenda: defense, international affairs, agriculture, mining and energy.”

JULIA MIRANDA LONDOÑO, COLOMBIA

El Cocuy National
Park, Colombia.
Luis Alfonso Cano.



The Role of Protected Areas in the Building of Sustainable Societies

MARÍA FERNANDA ESPINOSA⁸

Since time immemorial, perhaps since the beginning of agriculture and, certainly, with the help of the industrial revolution, human society saw the need to leave natural spaces for the regeneration and the protection of nature, and for recreation. The history of protected areas is, in great measure, the history of our civilizations, of the economy, production and development.

Therefore the apparently obvious question which precisely because it's obvious we never make: From whom and for who are protected areas protected? Can the protected areas be factors in welfare and development? What is certain is that we witness a time of great threats against human security and the continuation of life on our planet. The devastating effects of natural disasters, climate change and the food crisis force us to make a critical analysis of the world nowadays.

Our developing countries have engaged in meeting the *Millennium Development Goals* in the matters of health, reduction of poverty, education, gender equity and environmental sustainability. It is paradoxical, given the present economic model, that to meet these goals implies to accelerate the processes of production and to increase public investment in social areas. The great challenge is how to do it without sacrificing nature, without excess in the extractive methods or activities with high environmental liabilities.

In this crossroads, protected areas have a fundamental role in propitiating the establishment of alternative models of sustainable use through initiatives based, for example, on communal tourism, payment for environmental services, or micro-productive units generating high-aggregate value goods, just to mention a few options.

On the other hand, it is also important to recognize that protected areas cannot only be seen as reservoirs of natural resources, but also as spaces that must

⁸ Ambassador of Ecuador to the United Nations (New York).
Former Minister of Foreign Relations

guarantee the rights of existence of nature. These rights have been recognized for the first time ever in the constitution of Ecuador in the following terms: “Nature, or *Pachamama*, where life is reproduced and realized, has the right for its existence to be integrally respected and for the regeneration of its vital cycles, structure, functions and evolutionary processes.” This recognition of the rights of nature has juridical as well political implications, because its guarantee must be demanded by individuals or collectively before the public institutions, and are therefore subjects of administrative and judicial protection.

This example represents an important advance, among many others that have been realized in the region. In this sense, one must recognize also —as did the international community meeting in the Second Latin American Congress on National Parks and Other Protected Areas in Bariloche on October 2007— that in Latin America had taken place a significant advance not only conceptual but in the methods of management, social participation and recognition of the key role of indigenous peoples in conservation. Coverage has also increased significantly. Our region presently has more than 4000 protected areas with an area greater than four million square kilometers, corresponding to more than 18% of the terrestrial’s surface and to 20% of the total protected area on a world level.

These would seem to be good news, however real control, the uneven management effectiveness of these protected areas, and the external pressures related to the current trends of production and international trade, place us in a less promising scenario. To build sustainable societies is not enough to widen the protected areas, if accumulation and highest returns continue as central values of our economies and if, at the same time, a great inequality in the distribution of space, income and employment prevails. Protected areas are indisputably part of any sustainable society, but in no way can they justify, exonerate or hide predatory or inequitable economic models.

In the management of protected areas it is crucial to establish clear and efficient mechanisms to evaluate costs and profits of conservation and their fair and equitable distribution in society. There have been favorable advances in the understanding and establishment of policies involving the social, cultural and economic functions of protected areas, placing them as a valid and necessary category of land use. However, in spite of these advances, one must recognize that the conceptual development has not always gone hand in hand with successful practices reconciling social equity with conservation. We then face an operational, methodological and political challenge in the application of principles. It is still a pending task but it has promising possibilities.

Perhaps, the great challenge is to establish a new model of development in which the priority is no longer a market leading to overconsumption and accumulation but to the welfare of human beings, based on respect of their rights, culture and dignity. In sum, a model of development based on a more respectful and well-balanced relation between nature and society.



Local community of
La Cruz, Doña
Juana – Cascabel
National Park,
Colombia.
National Parks
Colombia.

Protected Areas and Climate Change in Latin America

Outlooks for the Future

CARLOS CASTAÑO URIBE⁹

Nowadays, it is technically and scientifically recognized that global climate change is not only a reality but that its effects will be felt during centuries. Governments in Latin America, through their official papers for the Intergovernmental Panel on Climate Change (IPCC) and for the Convention on Biological Diversity (CBD), have stressed the vulnerability of ecosystems facing the adverse effects of climate change and variability in land, water and marine environments. There is a great regional concern to advance in the evaluation of measures that mitigate and actions that promote a practical adaptation. In fact, since 2003 some countries in the region framed and began projects of adaptation and have advanced in many measures of civil defense to face disasters derived from climate change.

On the other hand, the region itself must evaluate its responsibility in global warming, given that, although the Latin American contribution of emissions is low compared with that of developed countries (approximately 7%), there is no doubt that it is growing in some countries.

During these last years, countries in Central America and the Caribbean have been particularly hit by hurricanes with vast human and material losses, but also affecting the ecological support structure of the territories. After these phenomena one can observe enormous expanses of very affected mangrove swamps, estuaries and other coastal environments.

The environmental services linked to biodiversity are directly affected by climate change. Besides, there are evidences that in many areas water provision and regulation are being affected on account of changes in the hydrological function of forests (i.e. the interception of rainfall or its infiltration in the soil). This last has

⁹ Expert on protected areas. Ex Director of Natural National Parks in Colombia. Chair of the First Latin American Congress on National Parks and Other Protected Areas (Santa Marta, 1997).

become more serious given the increase of forest fires, even in areas where this type of phenomenon had not occurred in the past until quite recently.

In several countries, follow-up programs of snow cover (in most cases within protected areas) demonstrate the melting of glaciers. This phenomenon has been well documented in subtropical and equatorial locations such as the Sierra Nevada de Santa Marta and the Parque Nacional Natural de los Nevados (Colombia), the Parque Nacional Cotopaxi (Ecuador) and the Parque Nacional de los Glaciares (Argentina), to mention just a few examples. A special case is the Antarctic ice cap, area under international protection involving several countries of the region.

In the other altitudinal end, the sea level rise already affects several coastal ecosystems. The intrusion of the salt wedge in several parts of the continent causes not only the flooding of the coastal areas but also the displacement of populations and crops.

Challenges

In the short and medium term, the authorities of the Latin American countries must face a growing risk of real perturbations of their economies, which will affect the budget and the amount of foreign debt, as well as the welfare of the most vulnerable human groups. In the long term, they must tackle the effects of climate change on the basic structures of real production; and the countries that depend on agriculture, cattle raising or forestry will be the most affected. It is probable that many organisms and ecosystems will have difficulties adapting, as it is also possible that many human populations will not satisfactorily adapt to the micro-climate change, and that this will become a new factor in their displacement.

In this context, there is no doubt that one of the main challenges facing climate change, besides taking care of human health, will be conserving biodiversity and, with this end, protected areas will play a fundamental role: being on account of their intrinsic vulnerability, on one hand, or in their function as a mitigating factor of climate change, on another.

Certainly, protected areas will play a strategic role in the adaptation to and mitigation of climate change. They contribute in the best possible way to the conservation of biodiversity, by maintaining the landscape connectivity, and reducing the fragmentation of habitats.

To the great challenges we must then add that of bettering the adaptive capacity of the ecosystems. A strategy to achieve it must be the reduction of the level of other stresses, such as deforestation and fragmentation. New protected areas will be needed, and surely, among the criteria of eligibility and management planning one will have to take into account the size, as well as factors of self-regulation of the areas and populations of organisms.

Future Scenarios

The capacity of adaptation of an ecosystem depends in great degree of its condition and of other non climate pressures. The degradation or fragmentation of a forest due to human pressures reduces its ecological resilience to climate change. In contrast, a management aimed at the conservation and establishment of corridors increases its capacity to maintain functional structures and dynamics. This boosts the importance and the role of protected areas, in particular of strict reserves and National Parks (because of their size and capacity of ecological self-regulation) in order to ensure human food and health security. We are talking about a new and imperative environmental service which must be very seriously considered in the international discussions and negotiations, in particular facing the instrumental developments of the Climate Change Convention.

In many countries, the agricultural and water sectors are unnecessarily vulnerable facing climate variability because misguided policies or policies that do not assume change already under way. In the immediate future, authorities must reduce this vulnerability with very clear and forceful policies. Eliminating, for example, subsidies to the use of water and energy, radically lessening actions that favor the draining of floodable grasslands, bettering available technologies, and stimulating the taxing of carbon emissions.

Recommendations

The following recommendations arise from the analysis of the global and regional context and of the adaptation perspectives to climate change in Latin America. As one can see, they are part of a necessarily integral effort duly articulated to development policies, in which the role of protected areas will be essential:

- To reduce non climate threats causing fragmentation and changes in land use.
- To promote land planning with a bioregional focus and with trend scenarios involving models of change facing climate change, which will be definitive in setting up public policies.

- To promote the connectivity of wild ecosystems, through a medley of different categories of protected areas, and forming networks of protected areas contributing to the adaptation of species to the environmental gradients.
- To strengthen the self-regulating role of protected areas (according to their size and diversity). This will allow us to increase the probability of mitigating the impacts on biodiversity and the environmental services rendered by the natural ecosystems.
- As was agreed by member countries of the *RedParques*¹⁰, during their meeting in Mexico (2008), the definition of mechanisms and strategies will be fundamental for the development of regional Latin American positions in international forums related to the Convention on Biological Diversity (CBD) and the Convention on Climate Change (CCC).
- Compel governments, the Convention on Climate Change itself and the regional organisms to recognize the fundamental role of protected areas in the strategies of adaptation to climate change and in the struggle against desertification, as well as the need of promoting regional follow-up, research and mitigation strategies.
- To draw up regional and sub-regional initiatives on this subject and to ask from the Global Environment Facility (GEF) and other sources the necessary funds to specifically tackle projects of vulnerability, mitigation and adaptability in protected areas.

¹⁰ *Latin American Technical Cooperation Network on National Parks, other Protected Areas and Wildlife*

The Natural World Heritage Sites in Latin America

Future Perspectives

MARC PATRY¹¹

The World Heritage Convention, ratified by 185 countries, is widely known and easily understood by a broad audience – it is the only formal international instrument that provides for a technically rigorous process through which governments can propose national protected areas for official international recognition. World Heritage sites are also formally recognized by large mining and oil companies and by the largest banks of the World as places that should not be touched, for the benefit of future generations.

Of the 179 World Heritage sites inscribed for natural heritage values, 38 (22%) are located in Latin America and the Caribbean. Of these, half are located in Argentina (4), Brazil (7), Mexico (4) and Peru (4). The Caribbean islands contain 4 sites (in Cuba, Dominica and St. Lucia), while Central America (Guatemala south to Panama) contains 8 sites. Ecuador boasts the first World Heritage site ever inscribed – the Galapagos Islands, in 1978. The region contains a disproportionate 40% of all sites inscribed for values related to marine biodiversity.

What drives governments to propose a site for recognition under the World Heritage Convention? Though the fundamental purpose of the Convention is to better assure the protection of sites considered as heritage to all of humanity, shorter term considerations are usually linked to national pride, and frequently mixed with visions of enhanced economic development opportunities through tourism.

Over the past 30 years, since the first World Heritage site was officially inscribed, three important trends have emerged in relation to the conservation of World Heritage sites and to protected areas in general. These are:

¹¹ Programme Specialist, Latin America and the Caribbean Section, World Heritage Centre, UNESCO

1. *Rapidly increasing tourism, including to destinations once beyond reach.* This trend represents both opportunities and threats to the long-term conservation of World Heritage sites. The demand for real-estate development in the Caribbean basin, while fueling localized economic growth and providing economic opportunities to people can also, if not properly managed, threaten World Heritage sites and their values.
2. *Lowering of international trade barriers and increasing movement of goods around the world.* The massive and increasingly swift movement of goods around the world (as manifested by the need to expand the Panama Canal) has, as a side effect, led to the arrival of species once restricted to small areas. The West Nile virus and the avian flu are well known organisms threatening not only human life, but also the survival of animal species. Plants and animals from Asia and Africa are establishing themselves in Latin America and the Caribbean, often resulting in the displacement of native species, sometimes leading to their extinction.
3. *Climate change.* Some World Heritage sites are particularly vulnerable as rainfall patterns changes, sea level rises, the frequency and intensity of tropical storms and the El Niño increases, and high altitude snow and ice melt away. The values for which a site is internationally recognized (e.g. coral reefs, mangrove forests, rainforests) may be lost, resulting in the site being removed from the list.

Under the terms of the World Heritage Convention, it is the duty of the international community as a whole to co-operate in the protection of World Heritage sites. As the trends noted above point to threats that are often best addressed by international cooperation, the Convention can be leveraged in various international fora as a platform upon which joint efforts can be mounted. Some opportunities include:

1. The International Maritime Organization's Particularly Sensitive Sea Area initiative – whereby marine World Heritage sites can receive formal recognition by the international shipping community as areas warranting special risk management measures.
2. Raising World Heritage matters at regional intergovernmental fora and cooperation networks, such as the Central American Commission for Environment and Development (CCAD), the Andean Community (CAN), the Amazon Cooperation Treaty Organization (ACTO / OTCA), Mercosur, and the Union of South American Nations (UNASUR), the same as sectoral networks

(e.g. the Inter-American Tropical Tuna Commission, IATTC / CIAT), ensuring that governments are aware of their international obligations and that these are integrated into their decision-making.

3. Identifying transboundary cooperation opportunities (e.g. as in the Eastern Tropical Pacific Seascape, between Colombia, Costa Rica, Ecuador and Panama, or the Iguazu – Iguazu National Park in Argentina and Brazil) to further support the integrity of these sites.

Beyond the short term interest of national pride and economic development, governments have the responsibility, during their relatively short mandates, to ensure that their WH sites are in as good as, and ideally, in better shape, than when they took power, so that our grandchildren will still have the opportunity to feel amazement at the region's outstanding beauty – which is part of the world's common heritage.

Anchieta Island
State Park, São
Paulo, Brazil.
Tony Fleury.



Marine Protected Areas in Latin America

Post-Bariloche Perspectives

ROBERTO DE ANDRADE¹²

The seas and oceans of Latin America enclose an unimaginable wealth, which depends on the oceanographic conditions in which the tropical currents mix with Antarctic and sub Antarctic waters, in which a great quantity of rivers running in the continent shed in these waters a great load of nutrients, a most varied coastal morphology, covering numberless ecosystems and unparalleled natural beauties, as well as wind patterns producing the upwelling, making possible areas of great productivity.

All of this could be considered a comparative fundamental advantage for the development of the region; however, it has not been taken advantage of in an intelligent way. In fact, this wealth has been plundered and the rivers that carried nutrients are today basins draining pollutants, not to mention the pressure on our coasts by human settlements, real estate speculation and the expansion of aquiculture. Owing to these facts, we must face the future and act together so that the conservation of our seas and oceans becomes a reality allowing its development for present and future generations.

One of the tools whose results have been scientifically proved for the conservation of the marine and coastal environments are the protected areas. These areas sprang up gradually in Latin America, already several decades ago as one of the effects of the establishment of the land protected areas. The first were emblematic; most were linked to archipelagos or coral systems: the Galapagos islands in Ecuador, Abrolhos and Atol das Rocas in Brazil, Paracas in Peru, to name a few. Their natural beauty, their great diversity and endemic species were the relevant factors to establish them as protected areas.

This first impulse to create protected areas was not continuous; then as part of an irregular process, after the UN Conference on Environment and Development

¹² National Coordinator, Marine Project GEF — Chile.

held in Rio in 1992, the subject received a new impulse. The so-called Earth Summit concentrated, in effect, on the need to create marine and coastal protected areas with the aim of realizing an integrated management of the coastal zones. At the same time, the need arose to create areas to protect charismatic species: whales, wolves and penguins.

Nevertheless, the expansion of marine protected areas has been very slow due to several existing barriers, some institutional, some related to dominant sectors exploiting seas and oceans (i.e. fishing and aquiculture and offshore oil industry, among others). This fact is clearly perceived in the opposition of these sectors to the creation of new areas. As a result, the protected marine and coastal areas in Latin America are quite fewer than those in the land environment.

The great challenges presently consist in bettering the institutions in the different countries, strengthening the capacity and defining ways for the effective conservation of the marine and coastal biodiversity. This process has slowly evolved in the region thanks to the significant support of non governmental international organizations in the area. Besides, the Convention on Biological Diversity ratified by the majority of Latin American countries established goals that must be met in 2010. As a response, it is observed a significant advance in this matter and one of its great promoters has been the Global Environment Facility — GEF.

Within this context, one of the most important events that took place recently in the region was the Congress on National Parks and Other Protected Areas that met in Bariloche, Argentina, at the end of 2007. This congress marked a new departure in the subject of marine and coastal areas in the region, giving a major boost to the improvement of the institutions involved, generating a discussion about fishing and protected areas, restoring the vitality of dormant networks on the subject, and establishing new challenges.

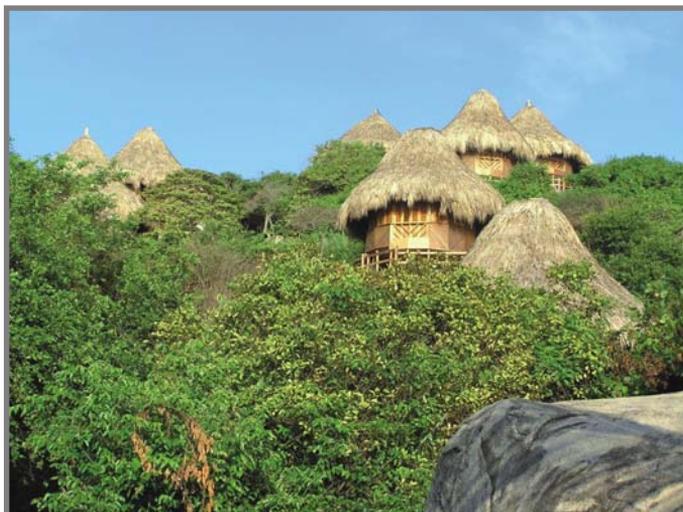
To take advantage of this new wave generated in Bariloche, under the perspective of the 2007-2017 decade, it is necessary to strengthen the networks of marine and coastal areas in the region and to improve the awareness of civil society about the importance of marine and coastal ecosystems and of the need to conserve the endemic and singular marine wealth.

On the other hand, it is necessary to take out from the academy the ecosystem approach and to integrate it to the processes of decision making and decentralization of management. The land model, established together with the concept of national parks, and managed from the center, must be revised.

It is equally necessary that governments increase their budgets for the conservation of marine and coastal areas and to maintain their networks of protected areas. It is not an expense, it is an investment. One must demonstrate that conservation brings with it a bettering of fishing, development and innovation in the field of biotechnology, the making of new materials, and special interest tourism, among other activities generating employment and income.

Additionally, during the next few years protected areas have an important role, in terms of follow-up as well as adaptation and mitigation, facing the effects of climate change on the marine and coastal environments.

The marine and coastal ecosystems are, all in all, crucial in the aim of improving the quality of life of Latin Americans. To reach this goal it is advisable, besides strengthening the networks of protected marine and coastal areas, to improve the mechanisms of collaboration between the countries of the region in all the matters of management of these areas (i.e. design, declaration and maintenance).



Ecohabs in Tayrona National Park, Colombia.
Sandra Sguerra.

Indigenous Territories and Protected Areas¹³

Harmonizing Visions

The first decade of the XXI century has been important for the indigenous peoples of Latin America and the world since important demands in terms of rights and their role in sustainable development have been achieved. Their struggle has been persistent and not without difficulties, and there is still a long way to go. As a concrete result we have now the United Nations Declaration on the Rights of Indigenous Peoples (2007).

The most relevant fact in this process has been the open dialogue that has been produced between the indigenous peoples and different sectors of society and the States. As a result, the mutual comprehension of the diverse visions of the world and expectations about development have grown. The great challenge is still the construction of multicultural societies transforming this condition into a favorable factor for their sustainable development.

In this context, protected areas represent a delicate subject due to their overlap with many indigenous territories and the differences between the vision of conservation and indigenous cosmogonies. At the same time, it is a subject offering interesting opportunities in the field of co-management and helping to enrich the concepts and tools of conservation and sustainable development.

Being the case of countries with a great indigenous population (as Bolivia, Ecuador, Peru, Guatemala or Mexico) or of countries where they are a minority (Argentina, Brazil, Colombia, Costa Rica, Chile and Venezuela), their role in the conservation of ecosystems and the co-management of protected areas is more and more appreciated. Latin America offers numerous experiences and ushers lessons feeding the global debate. This is the case of the significant contribution of indigenous movements of the region to the International Indigenous Forum on

¹³ Compilation by Eduardo Guerrero

Biodiversity (IIBF) which in its turn contributes to the alignment of the indigenous peoples' positions regarding the Convention on Biological Diversity.

In the midst of some of the obstinate attitudes, in both sides, and of the ever present skepticism, the creativity and a dialogue of knowledges is producing concrete results which are worth spreading and repeating. Proofs of this are the growing experiences of joint investigation, co-management and agreements between park agencies and indigenous organizations. As an example, in the Bariloche Congress the creation of the Advisory Council of Indigenous Policies (CAPI) within the National Parks Administration (APN) of Argentina was agreed upon. It is a venue of political participation that will make possible an enhanced application of the Principle of Indigenous Free, Prior and Informed Consent in every decision of the APN involving indigenous territories.

Protected Areas and Indigenous Peoples within the Framework of the Convention on Biological Diversity

The Program of Work on Protected Areas (Decision VII / 28) acknowledges the importance of the protected areas for the indigenous and local communities and is explicitly applicable to these stakeholders in the four elements of its structure. Concretely, in Program Element 2 a goal (Goal 2.2) was included aimed at:

To enhance and secure involvement of indigenous and local communities and relevant stakeholders.

Also, throughout the Program of Work, the following, among other activities, were suggested to the Parties:

- *Encourage the establishment of protected areas that benefit indigenous and local communities, including by respecting, preserving, and maintaining their traditional knowledge in accordance with article 8(j) and related provisions (Suggested activity 1.1.7).*
- *Assess the economic and socio-cultural costs, benefits and impacts arising from the establishment and maintenance of protected areas, particularly for indigenous and local communities, and adjust policies to avoid and mitigate negative impacts, and where appropriate compensate costs and equitably share benefits in accordance with the national legislation (Suggested activity 2.1.1).*
- *Establish policies and institutional mechanisms with full participation of indigenous and local communities, to facilitate the legal recognition and effective*

management of indigenous and local community conserved areas in a manner consistent with the goals of conserving both biodiversity and the knowledge, innovations and practices of indigenous and local communities (Suggested activity 2.1.3).

- *Implement specific plans and initiatives to effectively involve indigenous and local communities, with respect for their rights consistent with national legislation and applicable international obligations, and stakeholders at all levels of protected areas planning, establishment, governance and management, with particular emphasis on identifying and removing barriers preventing adequate participation. (Suggested activity 2.2.2).*
- *Encourage collaborative research between scientists and indigenous and local communities in accordance with Article 8(j) in connection with the establishment and the effective management of protected areas (Suggested activity 4.4.4).*

Then, in the Ninth Conference of the Parties (Bonn, 2008) the CBD, on examining the application of the Program of Work on Protected Areas through the Decision IX / 18, invited the Parties to:

- *Improve and, where necessary, diversify and strengthen protected-area governance types, leading to or in accordance with appropriate national legislation including recognizing and taking into account, where appropriate, indigenous, local and other community-based organizations.*
- *Recognize the contribution of, where appropriate, co-managed protected areas, private protected areas and indigenous and local community conserved areas within the national protected area system through acknowledgement in national legislation or other effective means.*
- *Establish effective processes for the full and effective participation of indigenous and local communities, in full respect of their rights and recognition of their responsibilities, in the governance of protected areas, consistent with national law and applicable international obligations.*

Likewise, in this same section:

Encourages Parties to ensure that conservation and development activities in the context of protected areas contribute to the eradication of poverty and sustainable development and ensure that benefits arising from the establishment and management of protected areas are fairly and equitably shared in accordance with national legislations and circumstances, and do so with the full and effective

participation of indigenous and local communities and where applicable taking into account indigenous and local communities' own management systems and customary use.

Finally, in the section devoted to the mobilization of financial resources for the application of the Program of Work, the multilateral donors, non government organizations and other financing institutions are invited to support the management of protected areas, by different means, among others:

Supporting capacity-building for indigenous and local communities to participate in the establishment and management of protected areas to improve their standard of living.

Indigenous Territories and Categories of Protected Areas The IUCN Perspective

The International Union for the Conservation of Nature (IUCN) has long adopted and promoted protected area policies that respect the rights and interests of indigenous peoples, and has developed tools and approaches to facilitate their recognition and implementation.

IUCN recognizes that there should be specific guidance developed on the whole issue of indigenous peoples' territories and protected areas and hopes to be working with indigenous peoples' organizations around the world to make this a reality.

Not all indigenous lands, territories and resources fully comply with the protected area definition, but some certainly do and can be considered as "protected areas". Accordingly, indigenous peoples' protected areas can be defined as:

"clearly defined geographical spaces, within the lands and waters under traditional occupation and use by a given indigenous people, nation or community, that are voluntarily dedicated and managed, through legal or other effective means including their customary law and institutions, to achieve the long-term conservation of nature with associated ecosystem services, as well as the protection of the inhabiting communities and their culture, livelihoods and cultural creations".

Source: Dudley, N (ed.). 2008. *Guidelines for Applying Protected Area Management Categories*, IUCN, Gland, Switzerland, 96pp.

Indigenous Peoples and Protected Areas in the Bariloche Declaration 2007

We recognize that the knowledge, innovations and traditional practices of the indigenous peoples in their territories contribute to the conservation of biological diversity and, therefore, to environment quality and sustainable development in Latin America.

We welcome the recent approval of the Declaration of the United Nations on the Rights of Indigenous Peoples (2007), which constitutes a landmark to advance towards strengthening national protected areas systems.

We recognize that many protected areas in the region provide space for people living in voluntary isolation and, therefore, specific consideration must be given to the human rights of these communities when managing these areas.

We urge States, within a framework of cooperation and in agreement with national and regional particularities, to dispose the means that facilitate the full exercise and effective implementation of all the rights recognized in the United Nations Declaration on the Rights of Indigenous Peoples, including the declared indigenous territories in protected areas.

Protected areas totally or partially declared over indigenous peoples' territories must be administered respecting their rights and ensuring that the organizations that represent them, have full and effective participation in decision making for the management and protection of these sites, including management schemes, in accordance with Article 28.1 of the United Nations Declaration on the Rights of Indigenous Peoples.

It is necessary to harmonize, widen, strengthen and updating the mechanisms and juridical and institutional frameworks in order to promote the involvement and participation of key stakeholders, specially the local communities and the indigenous peoples, in the decision taking and management on all levels and in the equitable distribution of costs and benefits associated with the establishment and management of the protected areas.

We are committed to (actions):

Ask the countries to study, wherever it is appropriate and with the previous free and conscious consent of the indigenous peoples, the options for

including, within the national systems of protected areas, parts of the indigenous territories reserved for conservation.

Ask the IUCN to consider the integration of the concept of Conservation Indigenous Territory as a legitimate model of governance of protected areas established in the ancestral territories of the indigenous peoples, independently from the category of management, recognizing in this model the integration of culture and nature, the role of common law, traditional institutions and the exercise of indigenous authority in such territories.

Source: *Declaration of Bariloche. Second Latin American Congress on National Parks and other Protected Areas (Bariloche, Argentina, September 30 - October 6, 2007)*

Indigenous Peoples' Point of View

We, the Indigenous Peoples, reaffirm ownership of our lands, territories, and natural and genetic resources, which we received as a heritage from our ancestors. Our Living Space (i.e. the indigenous people territory) has been constantly degraded by multiple law changes, megaprojects and State policy decisions. Made without proper consultation with the communities, this kind of actions severely affects our fundamental rights to cultural survival, autonomy and self-determination.

Among such unilateral State decisions made without indigenous peoples consent, we have the establishment of protected areas that overlap our territories. Moreover, protected areas impose a management system that ignores our pre-existing customary authorities and rules.

Indigenous territories and conventional protected areas are unsuitable. The land we inhabit is ours from centuries ago. Thus we defend the need to recover people's ownership of the land in those indigenous territories declared as protected areas. Management of our territories is part of our right to autonomy. Indigenous Peoples do not live inside protected areas. On the contrary, protected areas have been created inside indigenous territories. We, the Latin American *Abya Yala*¹⁴ or *Wajmapu*¹⁵ Indigenous Peoples, occupy

¹⁴ Abya Yala: Americas continent according to Kuna people

¹⁵ Wajmapu: the holistic ancient territory according to Mapuche people

a significant land surface, especially in places of enormous biodiversity, just where States have been creating most of the existing protected areas.

Sustainability of protected areas depends to a great extent on the continuity and self-development of Indigenous Peoples that have inhabited and inhabit them.

Main requests of the indigenous movement are:

- Restitution of the indigenous territories that has been declared as protected areas without consent of affected peoples.
- Implementation of an indigenous land conservation category.

This last proposal supposes the creation of a figure called “Indigenous Conservation Territory”: a new category in which indigenous customary law and organizations are in charge of land management.

Selected passages from: **Nahuel, H. J.** (ed.). 2008. *Foro de pueblos indígenas, comunidades campesinas y afrodescendientes. II Congreso Latinoamericano de Parques Nacionales y Otras Áreas Protegidas. Secretaría de Ambiente y Desarrollo Sustentable de la Nación. Buenos Aires, 76 pp.*



Voices / Diversity of Visions on Protected Areas in Latin America

“Protected areas are strategic spaces for countries, because they are indispensable for their growth, future development and the search of adequate life conditions in their territory, and they are the main option for the protection of the natural heritage.”

EDGAR YERENA, VENEZUELA

“Protected areas can no longer be conceived as untouchable islands; rather they must be included in the context of an ecosystem in which the local population is part of them, so people must protect them as well as take advantage of their resources in a sustainable form.”

ROSA BARRIOS, PERU

“Protected areas are just a representative sample of the ecological diversity and the natural heritage of each country. They may contribute to the economic and social development but without being directly exploited, which inevitably ends up destroying them. Machu Picchu and Iguazú contribute a lot to economic and social development, but they would not contribute anything if they were devoted to agriculture, exploited for wood or for people to eat and build their houses.”

MARC DOUROJEANNI, PERU-BRAZIL

“As I see it, protected areas represent the certainty and the possibility of societies present and future subsistence. Ecuador would not be the same without Yasuní or Galapagos.”

MANOLO MORALES, ECUADOR

“I imagine the protected areas recognized by the regional and local actors, managed under an ecological structure of sustainability, with a cultural vision and administered by a collective, not by one sole institution.”

KLAUS SCHUTZE, COLOMBIA

“It is necessary to build a holistic vision of the real situation of the protected areas, in which the cultural and social components are not merely associated with the natural factors, but also understood as essential parts in the present configuration of the landscape today protected and valued.”

LORENA FERRARO, ARGENTINA

“Protected areas must become engines of social and local development promoting and ensuring an equitable development, as well as strengthening the cultural identity of peoples.”

VIVIENNE SOLÍS, COSTA RICA

“The State wants to conserve nature, and this is good, but for us, the indigenous peoples, in general it means that it deprives us of something that has always belonged to us. Our vision is not the same as the vision of the State. Before the protected areas were declared in the world, this was not needed because indigenous peoples conserved nature. Natural parks take freedom away from us. In a communal forest, it is the community that decides instead.”

ANA FRANCISCA PÉREZ CONGUACHE, GUATEMALA

“To take care of the Earth is not only a commitment of ecologists and indigenous peoples. It is a commitment of everyone. It is commitment of life. The mamos say that the Earth is a great pot that feeds us all and, because of this, more than talking about our rights we all have to keep our duty towards nature.”

KASOKAKU MESTRE, ARHUACO PEOPLE,
COLOMBIA

“In the future I would like to see a real Latin American planning process, going well beyond the borders of every country, because at the end of the day we all share a natural heritage, and we have to think together how to conserve it for a hundred years.”

CRISTIAN SAMPER, COLOMBIA-USA

“My vision is of integral commitments of all our countries to ensure that protected areas are never degraded, and that they will be always protected.”

JUAN LOZANO, COLOMBIA

In my vision of the future I imagine a great protected area, with different types of use, where units of conservation are the core zones, and the rest are areas of extensive, intensive use, etc. A future as a protected area where we will have different categories of management within an integrated process of conservation.”

VÍCTOR HUGO INCHAUSTY, BOLIVIA

“We have to struggle in an intelligent manner so that the systems of protected areas grow more in quality than in quantity. This means a growth in representation, as well as the interrelation and transversalization with the environmental system of each country —in order that the systems of protected areas are not islands of conservation within development agendas.”

RICARDO SÁNCHEZ, CUBA-PANAMA



Voices / Some Proposals for the Future

“We think that our priorities must first aim at guaranteeing the preservation of the pristine biodiversity. To this end, we must strengthen the national systems of protected areas via categories I to IV and to use categories V and VI not only as specific areas, but also as mechanisms to connect and link the protected areas of the system, with the aim of spreading them

geographically and strengthening the community conservation work. One must not use categories V and VI, in the first instance, to declare areas of high value, because this could imply to put in the background the conservation of biodiversity and could be used with different ends.”

REINALDO ESTRADA, PEDRO JULIO RUIZ Y
ENRIQUE H. HERNÁNDEZ, CUBA

“The management of protected areas (whatever their categories of management) must be linked to the generation of goods and services making development viable. Such management must be linked to the subject of water, energy, tourism and the sustainable use of natural resources.”

JUAN CARLOS GODOY, GUATEMALA

“Today more than ever we must think about an effective, dynamic, active system of units of conservation of the Amazon basin, based on the national systems of protected areas in the countries that share the Amazon area. Ideally those systems must complement each other and promote an adequate ecosystem representation, also combining adequately conservation and rational use of natural resources.”

FRANCISCO JOSÉ RUIZ MARMOLEJO, COLOMBIA-BRAZIL

“We have been working on a design we have called ‘conservation mosaics’ in which we have stressed the importance of the national park as a core zone, articulated to a buffer zone and other categories of conservation. In the next ten years we must achieve the consolidation of this system of protected areas, which as a whole will foster connectivity, contribute to the adaptation to climate change and to ensure sources of drinking water.”

JULIA MIRANDA, COLOMBIA

“We need to train people for conservation from the point of view of a ‘personal commitment.’ Those who deeply believe they are ‘included’ in conservation act and cause changes on a daily basis.”

SUSANA SANDOVAL, ARGENTINA

“The more we linger in truly acting, the costlier it will be, and we shall lament to have been distracted by technical minutiae, logical frameworks, evaluations and declarations.”

JAIME SALAZAR, COLOMBIA

Appendix

List of Participants in the Survey “From Santa Marta 1997 to Bariloche 2007 and Perspectives for a New Decade”

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¹⁶ When two countries are named the first corresponds to the country of origin and the second to country of residence.

¹⁷ Type of participation in the Survey: (a) written survey, (b) interview, (c) other contributions.

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t the end of the first decade of the twenty first century, the management of protected areas in Latin America has proven to be the most effective strategy for *in situ* biodiversity conservation. The region is offering the world valuable conceptual and methodological contributions in the implementation and governance of national systems of protected areas. At the same time, the region is facing the challenges of articulating these systems in a changing political context, a global economic crisis, and the life-threatening process of global climate change.

The present publication is part of the initiative "From Santa Marta 1997 to Bariloche 2007," jointly promoted by the **IUCN** Colombian Committee, **National Natural Parks** and the **Natura Foundation** (Colombia), with the support of the **United Nations Environment Program** (UNEP) and the **Amazon Cooperation Treaty Organization** (ACTO). The purpose of the initiative was to conduct an independent follow-up of the Latin American thought on protected areas and development. To achieve it, the first (Santa Marta 1997) and second (Bariloche 2007) regional Congresses on National Parks and Other Protected Areas were taken as reference points for monitoring the evolution of ideas along the decade. Moreover, a reflection on the protected area's future for the upcoming decade, starting in Bariloche 2007 until the following Latin American event in 2017, is presented.

In addition to motivating multi-stakeholder dialogues, we aspire to contribute analytical inputs for the Conference of the Parties to the CBD, in Japan 2010, the VI World Parks Congress around 2012-2013, and for the Third Latin American Congress by 2017.

ISBN 9789589804056



Published with the support of:

