

# **Contribution of the United Nations System to the Conservation and Management of Latin America Cultural and Natural Heritage**

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## I. INTRODUCTION

### A. General Background

1. The Joint Inspection Unit first became concerned with the United Nations system's activities in conservation and management of cultural and natural heritage in 1972 in connection with a study prepared at the request of the United Nations Educational, Scientific and Cultural Organization (UNESCO) General Conference on "The Documentation and Study Centre for the History and Civilization of Ancient Egypt" in Cairo, (JIU/REP/72/8). This report was considered by the UNESCO Executive Board (document 92 EX/4) to have "made a positive evaluation of the work of the Centre", which was set up in 1955 by the Egyptian Government with assistance from UNESCO. The Centre had had a special relationship to the Campaign to Save the Monuments of Nubia and this had enabled the Egyptian Government to preserve the records of all the important ancient Egyptian monuments particularly those affected by the construction of the High Dam.
2. Two other studies were undertaken by the Joint Inspection Unit in Africa. The first of these on "The Regional Training Centre for the Preservation of Cultural and Natural Heritage" at Jos, Nigeria, (JIU/REP/74/8), prepared again at the request of UNESCO in 1974, reviewed the support of the United Nations system to the African region in the training of specialists in the conservation and preservation of their cultural property. It was considered by the Executive Board of UNESCO (document 98 EX/7) and stimulated considerable interest in UNESCO's activities in connection with the training of specialists in similar fields not only in Africa but also in the Latin American Region such as Churubusco in Mexico and Cuzco in Peru, and other centres in Asia. The report was also considered by the Inter-Governmental Conference on Cultural Policies in Africa. The second report, prepared in 1979, on the "Regional Training Programmes in African Wildlife Management at Mweka and Garoua" (JIU/REP/79/1), was considered by the governing bodies of the Food and Agriculture Organization of the United Nations (FAO), UNESCO, United Nations Environment Programme (UNEP) and United Nations Development Programme (UNDP) (ECOSOC document E/1979/103). The Council of FAO in welcoming the report (CL 76/7) concluded that "although the JIU study covered only two institutions in Africa, its recommendations had a much wider application, both geographically and subject-wise". It urged FAO to assume increased responsibility in the field of wildlife resources management. Likewise the Conference of Ministers of the UN Economic Commission for Africa considered the report and in supporting its recommendations adopted a resolution in June 1980 for their implementation.
3. The above three reports of JIU summarised the contribution of the United Nations system to activities and efforts of governments in the African region in the management of their cultural and natural heritage. The present study is a follow-up in the same field in the Latin American Region.
4. Many normative instruments, resolutions, conventions and other international pronouncements and programmes have conferred on the United Nations system a mandate to be actively involved in the conservation and management of the world's natural and cultural heritage. This has been brought out most forcefully in the Declaration and Plan of Action adopted at the United Nations Conference on Human Environment 1/, held in Stockholm in 1972, and with the establishment of the UNEP. Other instances are the World Heritage Convention 2/ and the Man and Biosphere Programme (MAB) 3/ of UNESCO and, more recently, the World Conservation

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1/ Report of the United Nations Conference on the Human Environment, Stockholm, 5-16 June 1972, document A/CONF.48/14/Rev.1, Chapter II.

2/ Adopted by the General Conference of UNESCO in 1972 and came into force at the end of 1972.

3/ Adopted by the General Conference of UNESCO in 1970.

Strategy 4/.

5. The latest reaffirmation of the need to achieve an ecologically sustainable development process has been embodied in the International Development Strategy for the Third United Nations Development Decade 5/, and in General Assembly resolution 35/74 of 5 December 1980 on "International Co-operation in the field of the Environment", which welcomed the launching of the World Conservation Strategy and urged all governments and international organizations, organs and bodies of the United Nations system to take it into account in developing their policies and programmes. Likewise, at its 35th and 36th Sessions, the General Assembly adopted further resolutions on the protection of cultural and natural heritage (Resolutions 35/5, 35/127, 35/128, 36/7, and 36/64) and proposed the adoption at a subsequent session of a World Charter for Nature (Resolutions 35/7 and 36/6). Annex I lists important international legislation related directly to the conservation and development of cultural and natural heritage in the Latin American Region.

6. International concern with the subject derives its force from a growing body of knowledge, fed by research which the Stockholm Conference and the establishment of UNEP engendered and stimulated. There is sufficient evidence to substantiate the harmful consequences to the physical, mental and spiritual well-being of humankind in the medium-term, and even more so in the long-term, if current destructive impacts on the life-supporting capacity of the globe go unchecked and the destruction of cultural properties and values goes unheeded. Mismanagement of natural areas and absence of conservation considerations in the development process have already exacted a heavy toll - witness the advancing desertification of vast areas of the globe, droughts and floods resulting from severe degradation of forests and watersheds, or the impoverishment of the genetic basis on which development of agriculture, medicine and pharmaceuticals, and industrial processes depend. Pollution can be reversed in most instances, often at great cost, but when a link in the life-sustaining process disappears, it has gone for good. Destruction of cultural properties has equally deleterious consequences - it threatens the very fibre of a nation's or people's sense of historical continuity and self-identity. Indeed, natural heritage and cultural heritage have come to be regarded as two sides of the same coin: the one nourishes the body and the other the mind.

7. For too long, nature and culture have been thought of as separate, if not competing, concerns. The World Heritage Convention has pioneered a bold new approach to overcome this dichotomy; the growing interest it has aroused vindicates the view that the natural and cultural dimensions of the human heritage must be brought together and reconciled to ensure sustainable and harmonious development. Clearly, loss of natural habitats and species and of cultural properties and values is an impoverishment not only for the country immediately concerned, but also for a region and even the world as a whole. Information gathered in the course of the study seems to indicate that there is a growing awareness in the Latin American Region that conservation of heritage needs to be looked at as a whole, even if specific conservation measures and management policies differ in each case.

8. There are thus many compelling arguments in favour of greater concern for conservation and proper management of humanity's finite heritage 6/. As eloquently stated in the World Conservation Strategy, "conservation, like development, is for people: while development aims to achieve human goals largely through use of the biospheres, conservation aims to achieve them by ensuring that such use can continue".

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4/ Launched in March 1980. It was prepared by the International Union for Conservation of Nature and Natural Resources (IUCN), with the advice and financial assistance of UNEP and the World Wildlife Fund, and in collaboration with FAO and UNESCO.

5/ GA resolution 35/56, paras. 41 and 156-158 of the annex, adopted on 5 December 1980.

6/ The Global 2000 Report to the President of the United States, January 1981, an analysis by the U.S. Government "of probable changes in world population, resources, and environment through the end of the century", is the latest document to present cogently the picture in the next twenty years.

## B. Scope and Purpose of the Study

9. Several considerations have prompted the Inspectors to focus on Latin America. Firstly, a number of large-scale projects, both at the regional and at the national levels, have been undertaken by the United Nations system in Latin America in conservation and management of wildlands, forest resources and the cultural heritage (see Annex III). Secondly, many countries of the Latin American Region, because of the variety of problems and approaches to heritage conservation and management, have accumulated a store of experience and expertise which they could profitably share with other countries in the region and elsewhere through appropriate TCDC mechanisms. Thirdly, though much has been accomplished, this has been but the proverbial "drop in the ocean"; the task ahead is immense and the expectations with regard to the role of the United Nations system are such that they will require careful husbanding of scarce resources to bring about effective results. Fourthly, the year 1982 will mark the tenth anniversary of the adoption of the Stockholm Declaration and Plan of Action for the Human Environment. As decided by the General Assembly at its 35th Session, the UNEP Governing Council is to meet in a special session to review major achievements in the implementation of the Stockholm Plan of Action 7/. The Inspectors hope that the present report will also constitute a contribution, if modest, to this review and similarly to the deliberations of the World Conference on Cultural Policies to be held by UNESCO in 1982.

10. The study also assesses how the United Nations system's resources have been used in support of national and inter-country efforts in the Latin American Region in conservation and management of natural and cultural heritage with a view to suggesting improvements. It involves an examination of the heritage to be protected and the system's performance in consciousness-raising, in training and in developing national and regional research and monitoring capabilities, as well as in fostering TCDC. It also includes a look at the system's capacity to carry out these activities in a rational, co-ordinated and mutually supportive manner to make the best use of limited resources.

11. On the natural heritage side, the study concentrates on those aspects which relate to the maintenance of ecological processes and life-support systems, the preservation of genetic diversity and the rational utilization of species and ecosystems 8/. National parks, biosphere reserves and similar protected natural areas provide key instruments for conservation action in the frame of eco-development by providing the opportunity to clarify and test alternative methods of handling natural areas and living resources to support development and meet heritage responsibilities. As for the cultural heritage, the study is concerned foremost with cultural properties, such as architectural works, historical places, archaeological sites and the like and their contents as well as with cultural properties preserved in museums; it is not concerned with what may be termed the "living arts" and the "performing arts".

12. In preparing this report the Inspectors had extensive consultations with ECLA Headquarters, and its Subregional Offices in Mexico City and Port-of-Spain; FAO Headquarters and its Regional Office for Latin America in Santiago; UNESCO Headquarters, and its Regional Office for Education in Santiago; UNEP Headquarters and its Regional Offices for Europe in Geneva and for Latin America in Mexico City; UNDP; and the International Union for the Conservation of Nature and Natural Resources (IUCN). They met with officials of the World Bank, the Pan-American Health Organization (PAHO), the Organization of American States (OAS), the Inter-American Development Bank (IDB) and of bilateral aid agencies, in particular USAID and Smithsonian Institution. The Inspectors also visited a number of selected countries in the Latin American Region: Mexico, Costa Rica, Panama, Ecuador, Peru, Chile, Brazil, Venezuela, Trinidad and Tobago and Barbados. There they were able to visit a sampling of national parks, historical and archaeological sites and other protec-

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7/ Resolution 35/74, operative paragraph 13.

8/ The three specific objectives of living resource conservation discussed in the World Conservation Strategy.

ted areas, conservation centres, and research and training institutions, as well as to meet both government officials and private persons and organizations actively engaged in conservation and management of their countries' heritage.

13. The Inspectors would like to record their indebtedness to all who have contributed to the study with their views and advice. They would also wish to pay special tribute to the governments of countries visited for the interest shown in the study and the time that senior officials gave to the Inspectors. Last but not least their thanks go to the UNDP Resident Representatives and the staff of the United Nations system concerned for their assistance and helpful suggestions.

## II. CONSERVATION OF HERITAGE: CURRENT POLICIES AND PRACTICES

### A. Origins and Growth of Concern for Conservation of Heritage

14. Just over one hundred years ago, on 1 March 1872, the Federal Government of the United States proclaimed by law the first national park in the world. This was the Yellowstone National Park, Wyoming, USA, famous for its spectacular geysers, hot springs, and wildlife. This first effort to take effective measures to preserve an area in its natural state "for the benefit and the enjoyment of the people" was slowly followed by other countries in North America and the rest of the world.

15. In most countries of Latin America, concern for preservation of heritage has been a long standing tradition, but restricted, until recently, to small and scattered groups of individuals, usually drawn from academic circles. They often instigated the adoption of conservation measures to salvage endangered cultural and natural heritage, and encouraged research. It was largely through their drive and initiative that national parks were created. Indeed a number of these countries could pride themselves as being amongst the first to establish national parks: Mexico, for example, in 1898 set up its first forest reserve which subsequently became the country's first national park (El Chico); Argentina initiated its network of national parks in 1903 (Nahuel Huapi) and Chile in 1926 (Vicente Perez Rosales); Ecuador followed in 1934 (Galapagos Islands).

16. The American Region was the first region to embody the national park concept in an international convention. Drawn up in 1940 under the auspices of the Pan-American Union, the "Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere" set a framework for further development of national parks by introducing standard terms and measures designed to protect and preserve in their natural habitat representatives of all species and genera of natural flora and fauna. It also called for protection and preservation of scenery of extraordinary beauty or of historic or scientific value. The Convention opened up the way to regional and global co-operation in conservation of heritage.

17. The rapid economic development and profound social changes brought about since the late 1950s by high rates of industrialization, introduction of modern agriculture, the high rates of population growth (Annex VII), accelerated growth of urban centres due to rural - urban migrations, penetration of modern transportation into hitherto inaccessible areas, for example, have on the whole had serious negative effects on the overall human habitat in the region. The slopes of the Andes are eroding more and more, semi-arid lands are turning into deserts, water supplies to meet the ever increasing demands of sprawling urban areas and of expanding industries are diminishing. Sediments in rivers caused by erosion is clogging up major engineering works. Cultural properties have likewise suffered seriously, either through wanton neglect or through sheer ignorance or lack of appreciation of their values as part of a country's heritage. Caught up in the general euphoria of "developmentalism", few at the decision and policy-making levels were ready to admit cause-effect linkages between all-out development and systematic plunder of heritage and consequent degradation of human environment. Many, indeed, regarded the very notion of conservation as inimical to progress.



18. The early 1970s marked a turning point. Environmental awareness was strongly boosted by the Stockholm Conference of 1972. The ecologically harmful side effects of development policies and the ravages on the human environment incited ever widening sectors of the population in the countries of Latin America to become more concerned with preservation and conservation of their heritage. This new awareness was also fostered by strongly motivated conservation organizations which sprang up in many countries throughout the region, as well as by the activities of the organizations of the UN system.

19. The question at issue now became that of bringing into harmony the urgent need for economic and social development with adequate protection of the human environment. This challenge was taken up by the Latin American governments and specialists in a number of meetings in the course of the 1970s. At a meeting in 1974 in Cocoyoc, Mexico, a declaration was adopted in which the concepts and principles of eco-development as propounded by UNEP were further clarified. Another meeting, also in 1974, in Caracas, Venezuela, considered the introduction of ecological guidelines for development in the American humid tropics. A series of meetings of government representatives of Amazonian countries led to the setting up in 1975 of the International Technical Committee for the Protection and Defence of Amazonian Fauna and Flora and eventually culminated in the treaty for Amazonian Co-operation of July 1978 9/ and the Declaration of Belem of 24 October 1980 10/ which expressly acknowledged the need for "a balance between economic growth and conservation of environment". A series of inter-disciplinary meetings of government representatives of Central American countries focused on an integrated approach to the conservation of nature and cultural heritage. The role of national parks and similar conservation units as an important instrument in national and regional development was explicitly recognized at all these gatherings.

20. The 1970s also saw the implementation of large scale regional projects in Latin America supported by FAO and UNESCO, concerned respectively with the conservation and management of wildlands, and the preservation and enhancement of cultural heritage. These projects encouraged many countries to establish national park systems and institutions for conservation and preservation of heritage as well as the introduction of appropriate national legislation. They also gave rise to the launching of a number of country projects (see Annex III).

21. Today most countries of the Latin American Region have established national parks and other types of protected areas. Some of them have properly functioning systems of national parks which are considered to be among the most rational in the world. The Inspectors were able to see for themselves in a sampling of parks visited in Costa Rica, Panama, Ecuador (Galapagos Islands), Chile (Conguillio-Paraguas), and Brazil, what has been accomplished in terms of protection and management, and what still remains to be done. However, the Inspectors noticed, wherever they went, that only a few countries have the resources and trained personnel to manage the national parks and other protected areas properly.

22. Table I gives an overview of the number of conservation units and their total area in the Latin American Region, based on the latest data supplied by IUCN. A major problem in trying to draw up any comprehensive inventory of conservation units is the great variation in the terminology applied throughout the region to designate types of protected areas. The Inspectors were informed that IUCN was attempting to bring about greater uniformity and consistency in nomenclature and many of the countries visited were in the process of redefining the various areas under protection.

23. According to current scientific thinking, some 5 to 10 percent of a country's territory should be dedicated to a network of conservation units. If well placed and of sufficient size and appropriate ecological types, such units, it is assumed, could ensure the survival of selected ecological processes and species of wild life.

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9/ Circulated at the 35th Session of the General Assembly as doc. A/35/580.

10/ Circulated at the 35th Session of the General Assembly as doc. A/35/593.

Table I shows that for the larger countries there is a long way to go to achieve such a goal. But if the present rate of increase of protected areas continues, Latin America may well reach it by the end of the century. This will in any event pose a challenge to the ingenuity and resourcefulness of national administrations and call for considerable governmental financial support for institution-building and proper management services.

TABLE I  
NATIONAL PARKS AND OTHER PROTECTED AREAS IN THE LATIN  
AMERICAN REGION (1981)

Country	Total Area (km <sup>2</sup> )	Protected Area		Percentage of Protec- ted Areas (%)	No. of World Heritage Sites
		Number	Area (km <sup>2</sup> )		
Antigua & Barbuda	440	2	25	5.68	-
Argentina	2,766,889	20	35,636.51	1.28	-
Bahamas	13,935	3	1,217.3	8.73	-
Barbados	431	1	2.5	0.58	-
Bolivia	1,098,581	13	46,886.3	4.26	-
Brazil	8,511,965	35	99,606.5	1.70	1
British Virgin Is.	2,173	6	9.28	0.42	-
Chile	756,945	42	84,345.24	11.14	-
Colombia	1,138,914	31	39,387.58	3.45	-
Costa Rica	50,700	18	5,473.59	10.79	-
Cuba	114,524	4	243.05	0.21	-
Dominica	751	1	68.4	9.10	-
Dominican Republic	48,734	5	1,475.4	3.02	-
Ecuador	283,561	9	26,314	9.27	2
El Salvador	21,393	1	19.9	0.09	-
Guatemala	108,889	5	1,680.45	1.54	2
Guyana	214,969	1	116.55	0.05	-
Haiti	27,750	1	2.5	0.009	-
Honduras	112,088	2	3,579.08	3.19	1
Jamaica	10,962	2	3.37	0.03	-
Martinique	1,100	1	4	0.36	-
Mexico	1,972,546	24	6,077.78	0.30	-
Netherlands Antilles	992	4	134.55	13.56	-
Nicaragua	130,000	2	173	0.13	-
Panama	75,650	7	8,608.16	11.37	1
Paraguay	406,752	6	12,355.38	3.03	-
Peru	1,285,216	21	67,932.38	5.28	-
Puerto Rico	8,897	3	6.68	0.07	-
Surinam	163,265	9	5,820	3.56	-
Trinidad & Tobago	5,130	13	240.55	4.68	-
US Virgin Islands	345	4	74.5	21.59	-
Uruguay	176,215	5	194.45	0.11	-
Venezuela	912,050	34	73,868.9	8.09	-

Source: (a) Data on total number (2) and total area (3) of national parks and protected areas were compiled from the latest UN List of National Parks and Protected Areas in Latin America and the Caribbean, based on the CNPPA working session held in Peru in June 1981, provided by IUCN.

(b) Data on World Heritage Sites (5) were compiled from information provided by UNESCO.

## B. International Conventions

24. Many countries of the Latin American Region have ratified or adhered to a number of key international conventions or programmes relating to conservation of natural and cultural heritage. Annex II gives an overview of ratifications and adherences. It is clear from the Annex that the majority of countries in the region have recently accepted the following four main conventions:

(i) Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere, 1940.

(ii) Convention on the Means of Prohibiting and Preventing the Illicit Import/Export and transfer of Ownership of Cultural Property, 1970.

(iii) Convention Concerning the Protection of World Cultural and Natural Heritage, 1972.

(iv) Convention on International Trade in Endangered Species of Wild Fauna and Flora, 1973.

25. Two international conventions on Migratory Species, 1979 and Wetlands, 1979, have not yet found support in the Region. Similarly direct government participation in the Membership of IUCN and in its activities remains minimal. This, the Inspectors feel, is a pity in view of the valuable cooperation that could develop between IUCN, WWF and countries of the Latin American Region. Information obtained by the Inspectors seems to indicate that the enforcement of provisions of conventions such as CITES is uneven; it was pointed out that if this situation is not remedied and if all countries do not adhere to the conventions in question, even the most elaborate protective measures by one country would be nullified, especially in the protection of migratory and endangered species and cultural properties.

26. Practically all countries have legal provisions concerning natural and cultural heritage, but in the majority of cases they are scattered over a great number of texts. Many are also based on outdated concepts and notions. A beginning has been made in some countries to consolidate legislation, but much remains to be done yet to bring it in line with requirements of international conventions and of proper protection and management of heritage. A widely expressed view during the Inspectors' visit to Latin America was that the UN system could play a useful role in encouraging countries that have not done so to ratify and adhere to these conventions and in providing expertise and facilitating exchange of information on adequate enforcement measures.

## C. Institutional Arrangements for Conservation and Management of Heritage

27. Custodianship of heritage in the Latin American Region is handled in many different ways through a multiplicity of public and private bodies and institutions. Except in a few cases, responsibility for natural heritage - which would include national parks and other protected natural areas, as well as wildlife - is traditionally vested in a government department or institution located in the Ministry of Agriculture. Cultural heritage is the responsibility, in most instances, of the Ministry of Education and Culture; many countries have in recent years established autonomous national institutions for the conservation of cultural heritage. It would appear that particular circumstances, and very often the degree of awareness for the need of adequate conservation and management measures, have dictated in each country the corresponding institutional arrangements and the extent of their powers.

28. The diversity of institutional arrangements was exemplified in the countries visited by the Inspectors. In Mexico, for instance, national parks and wildlife are the responsibility of a department within the Ministry of Agriculture, whereas the conservation and restoration of pre-Columbian and Spanish colonial heritage lie within the National Institute of Anthropology and History. National parks and protected areas in Ecuador come under the Department of National Parks

and Wildlife within the Forestry Service of the Ministry of Agriculture and Livestocks. Cultural heritage is the responsibility of a recently established National Institute of Cultural Heritage in partnership with the Museum of the Central Bank. In Chile the management of national parks and wildlife comes within the National Forestry Corporation (CONAF) which reports to the Minister of Agriculture. The future Directorate for Culture within the Ministry of Education and Culture will play a normative role in the conservation and management of cultural heritage; the actual work of restoration and conservation will be carried out by private bodies under the guiding directives of the Ministry. Brazil has a mixture of Federal and State institutions dealing with natural and cultural heritage. Thus, for instance, the Brazilian Institute for Forestry Development (IBDF), through its Department of National Parks, Wildlife and Reserves, is responsible for protected areas classified as national parks and reserves, and, by virtue of a federal law, also of wildlife in the entire country. The Special Secretariat for Environmental Affairs (SEMA) in the Federal Ministry of Interior has a joint programme with the IBDF for conservation of ecosystems, comprising research into the ecology of protected areas and techniques for regulating development. Several States have their own parks system and corresponding institutional infrastructure. Cultural heritage is a shared responsibility between the federal Secretariat for National Historic and Artistic Heritage (SPHAN), with funding from a semi-public foundation Pro-memoria, and State agencies under different denominations. Venezuela is the only country in Latin America to have a ministry dealing specifically with environmental questions (Ministry of Environmental and Renewable Natural Resources); the autonomous National Institute of Parks reports to this Ministry. In Trinidad and Tobago, responsibility for national parks and reserves is vested in the Conservator of Forests within the Ministry of Agriculture's Forestry Department. Plans are afoot to establish a National Heritage Trust which eventually would be concerned with both natural and cultural heritage.

29. So far no governmental institution has been created in any country of the region that would deal with both natural and cultural heritage. The Inspectors however did note that a general consensus seems to be emerging on the need for an integrated approach to heritage conservation and management. This was confirmed time and again in the various countries visited. A case in point is the policy of the Government of Panama to treat the historic site of the Spanish colonial harbour city of Portobelo - which has been included in the World Heritage List - as a single entity requiring conservation measures for both the historical ruins and the vegetation cover of the surrounding area. Other examples, chosen at random, are the protection of forested mountains around the ruins of the Inca citadel of Machu Picchu in Peru as essential to the integral and full enjoyment of the site; the efforts undertaken by the Director-General of the Foundation for Museums of the State of Rio de Janeiro, who is also the President of the Council for the Preservation of Cultural and Natural Heritage of the Municipality of Rio de Janeiro, to promote, through museum-based educational programmes directed in particular to children as the future agents of conservation, a better perception of the unity of cultural and natural heritage; the national heritage trusts established in several Caribbean countries to deal with the totality of heritage; or even the work of the National Museum of Natural History in Chile on problems of flora and fauna as well as of anthropology and archaeology.

30. Admittedly, natural heritage and cultural heritage each requires specific conservation measures and management policies. Many of the officials whom the Inspectors met considered that as a long-term goal a single national authority to deal with all matters concerning conservation and management of heritage would be desirable. At present the multiplicity of organizations and institutions responsible for heritage makes it difficult to establish direct links between them and the organizations of the UN system. Depending on the type of formalized channels of communication that may exist between the countries and these organizations, it often happens that directors of national parks services, conservators, museum curators and so forth, from whom action is usually expected, are by-passed. The Inspectors were told of cases where such persons had not been informed, or only

partially informed, of publications, newsletters, scientific papers, invitations to conferences and technical meetings, offers of fellowships or exchanges of expertise emanating from an organization of the UN system even though they were directly affected. It would require an effort on the part of both the organizations of the UN system and governments to find an appropriate solution to this problem.

31. A review of institutional arrangements to deal with national heritage cannot leave aside the role played by non-governmental organizations. The Inspectors were impressed by the existence in several countries of well-organized and strongly motivated conservation associations. Examples are NATURA in Ecuador, and the Brazilian Foundation for the Conservation of Nature and the Caribbean Conservation Association. A view frequently expressed to the Inspectors during meetings they had with representatives of such organizations was that these should be involved more frequently in projects supported by the organizations of the UN system dealing with conservation of heritage. Many of these organizations felt that they were adequately equipped to take on such a task. The Inspectors agree that this would be desirable where the non-governmental organization concerned is well-organized and has the necessary expertise or at least has access to it.

#### D. Training and Research Institutions and Programmes

32. People trained at the middle-management and technician levels in sufficient numbers are a prerequisite for successful implementation of policies and programmes of conservation and management of heritage. Equally necessary is research capacity to provide the scientific basis for such policies and programmes. This has been stressed unequivocally in all countries visited by the Inspectors. It has also been echoed in numerous regional meetings; the most recent of this kind, for example, was held in Quito, Ecuador, in January 1981 to discuss a regional strategy for training in the management of natural resources and environment. It is also the very raison d'être of a number of conservation-related projects supported by the UN system discussed in the next chapter.

33. Information collected by the Inspectors and on-site visits have brought out the existence in most countries of the region of a considerable training capacity. Many training opportunities and programmes exist in disciplines related to natural resources management and environment 11/, albeit mostly at the university and post-graduate levels, as well as in restoration, conservation and preservation of cultural properties.

34. The Inspectors found some outstanding cases of training and research capabilities at hand in the countries visited. Among them were the Institute of Ecology in Mexico which was responsible for the management of two MAB biosphere reserves rated as highly successful experiments in a new approach to conservation and management of natural resources. In Mexico also, but on the cultural heritage side, the Churubusco Centre for restoration and conservation of cultural properties, established with initial assistance from UNESCO, played a most successful pioneering role in its areas of specialization, both at the country and at the regional levels. The Barro Colorado Island National Monument and scientific research station in Panama, and the Charles Darwin Research Station in the Galapagos Islands in Ecuador were, each in its own way, centres of excellence for scientific work with great potential for training. The centre for restoration and conservation of cultural properties of the National Institute of Cultural Heritage of Ecuador was illustrative of a judicious combination of training and practical work. Interdisciplinary research undertaken under UNESCO MAB programme on the ecology, biology and genetics of vertebrate and human populations of the Chilean Altiplano had an eminently prac-

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11/ An inventory of training institutions and programmes dealing with these disciplines is contained in a paper prepared by World Wildlife Fund - US, "Strategy for Training in Natural Resources and Environment: A Proposal for Development of Personnel and Institutions in Latin America and the Caribbean", Washington, D.C., 1980.

tical goal: to help define development and conservation policies to maintain the living standards of the Aymara population at an adequate level.

35. Examples of the application of sophisticated research and monitoring methods were found in Brazil: one concerned the State of Sao Paulo's Forestry Research Institute which used photo interpretation and satellite-based monitoring systems to keep track of what was happening to the State's natural and man-made forests. Another concerned pollution control by the Rio de Janeiro State Foundation for Environmental Engineering with assistance from WHO/PAHO. The Venezuelan Ministry of Environment's work to develop indicators of "potentiality" to determine actual and potential uses of natural areas that would meet future demands for conservation purposes, agriculture and other economic activities seemed to offer an approach to land use planning which could be applied elsewhere. With UNDP support, and UN as Executing Agency, the Institute of Marine Affairs in Trinidad and Tobago has become a centre of excellence in oceanography. The Institute was established in 1976 (UNDP Project TRI/72/011) with the objective to promote a deeper understanding of all aspects of marine environment through research, training and advisory services to the nation.

36. The situation at the regional level is rather different. As yet there is no established regional institution, network or programme to conduct or foster training and research in conservation and management of heritage. However, in respect of cultural heritage the UNDP/UNESCO-supported regional project RLA/79/005, at present covering nine countries, contains the embryo of a regional mechanism which, if properly nurtured, could become a full-fledged instrument at the service of the region. It presently operates, on the one hand through a number of training centres offering different specialized courses, such as restoration and conservation of archaeology at Cuzco, Peru; museology at Bogota, Colombia; and restoration of ceramics at Panama; and, on the other hand, through special seminars and itinerant courses staffed mostly by people from within the region. The Churubusco Centre in Mexico, referred to in paragraph 34 above, collaborates closely with the regional project.

37. On the natural heritage side, the only existing training institution in the Latin American region dealing specifically with conservation and management of wildlife and natural areas is the Centre for Training and Research in Tropical Agriculture (Centro Agronómico Tropical de Enseñanza e Investigación - CATIE) in Costa Rica, through a project for management of wildlands and watersheds within the Centre's renewable natural resources programme. An indirect emanation of the OAS's Inter-American Institute of Agricultural Sciences (IICA), CATIE was set up under Costa Rican law as an autonomous institution to carry out research, training and technical co-operation activities principally in the Central American sub-region. Nevertheless, it has established a reputation as a centre of excellence well beyond the bounds of the sub-region. The project for management of wildlands and watersheds, launched in 1976, is supported by grants from the Rockefeller Brothers Fund, World Wildlife Fund (WWF), IUCN and CATIE itself.

38. Apart from CATIE no other regional arrangement exists comparable to the wildlife management training centres at Mweka and Garoua in Africa. The FAO's regional wildland management project, initially funded by the Rockefeller Brothers Fund (TF-199) and then supported by UNDP (RLA/72/028), fell short of creating a regional structure that could have carried on with training and advisory services on an inter-country basis. The Inspectors are aware that one of the objectives of the Project TF-199 above was the development of middle-level training for wildland management and that investigations for alternative sites were initiated, and the extension of the existing training facilities at Bariloche, Argentina, for use as a regional centre was supported, but to their knowledge nothing has come of it.

39. On the face of it, the variety and high level of training and research programmes conducted in many of the countries are striking. However, almost everyone whom the Inspectors met stressed that most training opportunities left out management training especially at the middle-management and technician levels, where the need was perhaps most urgent. Few countries could claim to have adequately trained

managers, rangers, guards, and other technicians - those responsible for the implementation of management plans; for the day-to-day contacts with rural farmers, native peoples, forest workers, visitors and researchers; and for protective measures against poachers, "treasure hunters" and other kinds of illegal activities. For this reason the Inspectors felt that the existing Centres such as CATIE after appropriate preparation could assist the Latin American Region by mounting special Teacher Training Courses such as the ones recommended by JIU for Garoua and Mweka Centres in Africa for instructors who in turn would run national Wildlife Management Schools in their own countries.

#### E. Public Awareness

40. As indicated before, public awareness of environmental problems and of the need to conserve cultural and natural heritage only gathered momentum over the past decade. While a good deal of credit for this goes to non-governmental organizations and private individuals actively engaged in conservation of heritage, in many countries governmental agencies or institutions, museums and even banks played a leading role in sensitizing public opinion to conservation issues. The Stockholm Conference unquestionably gave the initial impetus to all these consciousness-raising efforts. This has been reinforced by General Assembly resolutions on the need to preserve and develop the world heritage (see Annex I). Some of the activities carried out in the region by the organizations of the UN system - the FAO regional project on management of wildlands and the UNESCO regional projects on cultural heritage, as well as numerous country projects - have also exerted considerable influence in the moulding of public opinion and of official attitudes to conservation. The Organization of the American States (OAS) has played a leading role by organizing working parties and urging governments to accede to the international conventions.

41. In all the countries visited, the Inspectors saw impressive evidence of the high level of competence and sense of dedication which permeated governmental and non-governmental organizations and institutions alike. The Inspectors were also struck by the sizeable number of knowledgeable and highly competent persons in the region who have established themselves as world-renown authorities on different aspects of heritage conservation and management. The participation of women in the conservation of both the cultural and natural heritage at all levels was a most inspiring feature of the region's success.

42. The means employed to foster heritage consciousness have included education campaigns; contacts with the media; organization of symposia, seminars and similar types of meetings; dissemination of information through publication of newsletters, scientific papers, booklets; and research to provide a scientific basis for these activities.

43. A particularly notable example among the educational activities that came to the Inspectors' attention was the one being carried out by NATURA in Ecuador, a recently established non-governmental nature conservation association. This activity, conducted under the acronym "Edunat" (education in nature), consisted of a research phase to identify problem areas, a media phase to publicize the findings and to make people aware of the problems, and a third phase to bring together key decision - and policy-makers, from both government and business circles, to discuss problems and suggest solutions to environmental problems.

44. Other examples among the many noted by the Inspectors included an environmental education programme conducted by the Caribbean Conservation Association (CCA)

in Barbados to be eventually applied in other islands of the Caribbean; the efforts undertaken by the national park services of countries like Costa Rica and Chile to mount special information and educational centres in the most frequently visited parks; a pilot project in the Federal District of Brazil, undertaken by the Special Secretariat for Environmental Affairs (SEMA) of the Ministry of the Interior, aimed at introducing basic notions of ecology and conservation in the school programmes of the District at the 6th and 7th grade levels through the production of a tea-

cher's manual and, with UNESCO's support, of a pupil's textbook; the efforts of museums, like the Museo del Hombre Panameño (Museum of the Panamanian Man) or the Museum of the Central Bank of Ecuador, to instill in the visitors, through clear presentation of the exhibits and special guided tours, an appreciation of their country's natural and cultural heritage; and a series of non-formal programmes launched by the Foundation of Museums of the State of Rio de Janeiro to educate children to respect and appreciate their country's natural and cultural heritage, and above all, to view both as forming a whole.

45. In many countries the use of the media has become an effective way of alerting people to problems caused by degradation of the environment and of heritage generally, and of educating them to become aware of each and everyone's responsibility to preserve a country's heritage. For example, the SEMA in Brazil holds regular briefings, attended by leading journalists, on environmental affairs and sponsors monthly one-hour nation-wide television programmes on the same subject. The media, too, have become a much used channel to voice public concern or dissatisfaction with shortcomings in protection or conservation of heritage.

46. Publications have played an equally significant role in consciousness-raising endeavours through presentation, in clear and simple forms, of cultural and natural heritage. This has been the case, for instance, of the information material produced in the countries participating in the UNESCO regional project for cultural heritage. The sampling which the Inspectors saw included a history of pre-Hispanic Peru in the form of comic strips and booklets which, through a simple text and cartoon-like drawings, try to convey the importance of proper stewardship of heritage. There is an impressive array of literature available concerned with conservation of heritage, some of which is the result of scientific research and/or meetings of experts, often published or sponsored by banks and other national heritage institutions.

47. Evidence of public interest in matters concerning conservation and management of heritage is the growing number of indigenous organizations that are sprouting everywhere. Though often having to contend with great odds, they are nevertheless a hopeful sign of a rising tide of public concern over the deterioration of the quality of life throughout the region.

48. Taken as a whole, the Latin American Region has built up a substantial store of knowledge and expertise in many aspects of heritage conservation and management. It waits to be properly harnessed to produce the desired results, and the UN system would do well to tap this resource.

49. Sadly however the Inspectors noted the absence of forceful cultural tourism, which in Africa, and more so in North America, has done so much to create permanent international public awareness of priceless cultural and natural heritage (see Annex VI). Although tourism featured in both FAO/UNDP and UNESCO/UNDP regional projects as an important objective of conservation of natural and cultural heritage only limited progress has been made so far. Tourism is, nevertheless, a major foreign exchange earner in the region particularly in the Caribbean countries. The Inspectors have noted the stress made by the World Tourism Organization at its Conference in Manila in 1980 on the need to promote tourism in the developing countries and to finance its activities.

#### F. Inventory Capacities

50. Any conservation measures presuppose knowledge of what is to be conserved. It follows that the existence of an inventory of resources is essential to the formulation of effective policies and measures concerning conservation and management of heritage. Inventories also have a role to play in relation to the safeguarding of heritage, whether natural or cultural.

51. On the natural heritage side, a number of countries have developed different methodologies to identify and draw up inventories of their natural areas, either protected or susceptible to protection, and of their wild fauna and flora. As al-



ready mentioned, Venezuela's Ministry of Environment has been trying out "indicators of potentiality" to categorize natural areas by type of actual or potential use to which they might be put.

52. IUCN has been attempting to catalogue national parks and equivalent protected areas of Latin America and the Caribbean, but with only a modest success, because of considerable differences and inconsistencies in nomenclature. However, much progress was made in this area during the meeting organized in June 1981 by IUCN and attended by the directors of National Parks systems from all the countries of the Latin American Region. Species distribution maps have been prepared, with outside assistance. In a number of countries environmental profile studies, initiated by UNEP and further refined and developed by USAID, have presented a yet another approach to identifying needs and problems. Aerial surveys, photo-interpretation and satellite observation have been successfully applied in Brazil for inventory and monitoring purposes. Despite these efforts, the overall state of knowledge of what exists in the region and needs to be protected is still rather spotty, the Inspectors were told.

53. The quality and comprehensiveness of inventories of cultural heritage vary considerably from country to country, too. The UNESCO regional project (RLA/78/-018) as well as several country projects concerned with cultural heritage have been instrumental in giving the initial impulse to a systematic cataloguing of cultural properties in Central America and the Andean sub-region (RLA/72/011) and Panama (PP/75/76). Efforts are underway to develop compatible criteria and definitions, but it will be a while before a universally applicable methodology is evolved.

54. The Inspectors very much hope that, with the launching of the World Heritage List which is included in "the United Nations List of Natural Parks and Equivalent Reserves", this list will expand faster and that UNESCO will encourage Member States to prepare national lists of all the significant national monuments, historical and other cultural properties which have been protected by law, similar to national parks.

### III. INTERNATIONAL CO-OPERATION IN SUPPORT OF COUNTRY AND REGIONAL CONSERVATION EFFORTS

#### A. UN System Co-operation

55. The organizations of the United Nations system that have been primarily involved in regional and country efforts to conserve and manage cultural and natural heritage have been FAO, UNDP, UNESCO and U.N. Department of Technical Cooperation. UNEP's role has, as far as the region is concerned, been that of a catalyst particularly with regard to the preparation of the Action Plan for the Greater Caribbean Basin. ECLA's part also has remained marginal except for its sub-regional offices' participation in the preparation of the Caribbean Basin Action Plan.

56. The Inspectors have found that, a few exceptions apart, information about technical cooperation activities specifically concerned with conservation and management of the heritage is rather fragmentary and hard to come by. UNESCO is the exception in so far as data on its programmes and projects in the region are concerned: its policies and activity programmes on the subject are clearly stated in its official documents such as the Report of the Director-General for 1977-1978 (UNESCO document 21 C/3). Under the circumstances, any attempt to evaluate these activities would be a perilous enterprise indeed. The Inspectors hope, therefore, that the organizations most directly concerned will make a concerted effort to improve their data base and their "institutional memory" to facilitate evaluation efforts in the future.

57. Information available to the Inspectors has been summarized below, which indicates broadly the role each of the organizations of the UN system has played in the efforts to conserve the Latin American heritage:

(a) Table 1 of Annex III shows 42 projects assisted by UNDP between 1968 and 1981, including 8 regional projects, costing just over US\$22 million, distributed as follows: 26 UNESCO projects concerning either cultural or natural heritage; 15 FAO projects, one dealing specifically with natural heritage and the other 14 through natural heritage components in the context of forestry development; and one UN project combining natural and cultural heritage.

(b) Table 2 of Annex III lists eight projects assisted by UNESCO World Heritage Fund in five countries totalling some US\$271,000 between 1979 and 1981.

(c) UNESCO's Regular Programme contributions to projects in 23 countries and to 2 regional projects concerning cultural and natural heritage during the 1976-1981 period amounted to some US\$752,670. The majority of these projects involved technical cooperation activities in restoration and conservation.

(d) Between 1975 and 1978 FAO assisted 4 projects, 3 from its Technical Co-operation Programme and one regional project supported by the Rockefeller Brothers Fund in the field of natural heritage conservation, amounting to US\$732,000. In addition the FAO Regional Office for Latin America has, from time to time, offered direct assistance to Member States through consultants.

(e) UNEP assisted 21 projects amounting to some US\$5 million, but only one of them is related directly to conservation of natural heritage, i.e. FP/0603-73-02 on the "Establishment of a Coordinated System of National Parks and Resources in Middle America", in 1974, executed by IUCN at a cost of US\$25,000. All other projects concerned general environment protection, marine pollution, the Greater Caribbean Basin, training in environmental education in Spain (SIFCA) and the Salte Grande Development Project. The Inspectors hope that in future UNEP would devote more resources to natural heritage.

58. The World Bank is making an important contribution to conservation of cultural and natural heritage through its Office of Environmental Affairs. It has an established policy to screen all loan proposals as to their possible impact on the environment. A number of loans have been made to countries in the region to finance projects which were either directly related to conservation or had conservation components. An example of the former has been a loan to Brazil to finance a water pollution control project at the Tieti River in Sao Paulo. Two examples of the second type, are the inclusion of an archaeology component in the Bank - financed El Lajón hydropower project in Honduras and a loan to Panama for the development of the Colón province which includes the restoration of the Portobelo-San Lorenzo sites; these sites are on the World Heritage List and represent a combination of cultural and natural heritage. The financing of roads has often led to environmental impact studies, which in turn have generated interest in appropriate conservation measures by the governments concerned. The World Bank's record for purposeful consideration and inclusion of important natural and cultural heritage in its development projects is commendable.

59. Another major contribution to the conservation and management of the heritage is "the Declaration of Environmental Policies and Procedures relating to Economic Development" adopted in 1980 by ten multilateral development financing institutions including the World Bank, the Caribbean Development Bank, the Inter-American Development Bank, UNDP, UNEP and OAS (see Annex V). The Inspectors hope that this example will be followed by all bilateral and multilateral aid organizations by signing this or a similar Declaration.

(a) Regional activities

60. At the regional level, the most significant activity carried out by the FAO was a project dealing with wildland management and environmental conservation from 1972 to March 1976. The initial phase, (RBF TF 199) financed on a trust fund basis by the Rockefeller Brothers Fund, was an outgrowth of work by FAO forestry experts

of the UNDP/FAO Regional Project at the OAS Inter-American Institute of Agricultural Sciences (IICA) in Costa Rica, on priority problem areas for future activities related to the management of forest resources in Latin America. Several of the activities were concerned with the management and development of so-called "wild natural resources" (forests, mountains, swamps, coastal lands, etc) which could potentially make significant contributions to development in the long run. The main feature of the Rockefeller Brothers Fund/FAO cooperative programme on wildland management, as the first phase was called, was the establishment of a conceptual framework which linked the elements of ecological systems and biological productivity with human needs and welfare, all within the threshold for safeguarding the environment. Within this conceptual framework, national parks, forests or monuments were not considered as ends in themselves, but as methods for managing resources; hence, the production of timber products, the conservation of genetic materials, and the supply of recreation services, clean water and opportunities for research in natural areas were considered as outputs from the management process.

61. The UNDP-financed phase of the project (RLA/72/028), which overlapped with the first phase, expanded the work of the latter under the title, "Wildland management and environmental conservation". It further developed and refined the conceptual framework evolved during the first phase. The project ultimately aimed at fostering recognition of the notion that a coordinated network of wildlands such as national parks, national forests, natural and cultural monuments, biological or scientific reserves, wildlife reserves or sanctuaries, and other management systems was one of the most reliable solutions to assure the continued availability of goods and services from wildlands on a sustainable basis.

62. The project was based in Santiago, Chile, with a sub-regional project headquarters in Guatemala in the final stage. Many of the activities were coordinated with, or complemented national projects, particularly of a forestry type. Among the major outputs of the two phases of the project was the elaboration of a graphic decision-making matrix to determine the correlation between primary conservation objectives and alternative systems for the management of renewable natural resources (see Annex IV). This matrix has become, as the Inspectors noted in several countries visited, an essential tool in the hands of decision-makers and planners to decide in a rational manner on the setting up or extension of networks of wildlands or natural areas under different management systems.

63. The conceptual framework thus established has in no small measure contributed to the definition of national policies concerning conservation and management of national parks and similar protected areas in a number of countries. The message it tried to convey has been accepted increasingly by the practitioners: that if development is to be sustainable it has to be based on conservation of natural resources, wildlife, forests and so-called wildlands with their often unsuspected and unexplored wealth of species and genetic material and their role in protecting watersheds.

64. Other salient accomplishments of the project were the drafting of management or master plans for a number of national parks and other protected areas in various countries of the region (e.g. Brazil, Chile, Costa Rica and Ecuador), and the preparation of studies to integrate the management and development of wildland resources into regional or national planning processes (e.g. Costa Rica). Workshops, seminars and training courses were conducted for professors and managers as well as for professionals responsible for the planning and management of natural resources. A good deal of training was provided as part of the work on drafting management plans. Also important were the advisory services given to several countries on questions relating to law and policy (e.g. a draft environmental code was prepared in Colombia). Over 30 publications and technical papers were produced to support training and education efforts and the transfer of technology throughout the region. The experience acquired under the project was later brought together in a comprehensive manual by the former chief technical adviser and published in Spanish under the title "Planning National Parks for Ecodevelopment: Methods and Cases from Latin America".

65. The regional project was not extended beyond 1976 despite widespread interest in the activities it had developed. The main reason advanced was the UNDP financial crisis. The Inspectors were informed, however, that though support for the project's contribution was strong, it was not articulated through the appropriate channels so that the proposed extension failed to be included among the priorities that were put up for consideration under the regional IPF. The expectation at the time that UNEP might finance the project's extension did not materialize either. Inspectors have been informed that UNDP is now ready to support activities in this field and to finance them through either the IPFs or other means, provided it is explicitly requested by governments. Such a request could best be discussed and formulated at an appropriate regional intergovernmental forum, which has so far been lacking for cultural and natural heritage. It is their hope that governments of the Latin American region and the UN will, as soon as possible, reactivate the activities of the above regional project and act on the recommendations in the terminal report (UNDP/RLA-72-028).

66. Currently FAO's involvement in wildlife and wildlands management is limited to consultancy services financed out of the Regional Office's budget. Two staff members in the Regional Office's Programme on Natural Resources and the Environment for Agricultural Development have, among their several responsibilities that of following up matters concerning conservation and management of natural resources, including wildlife and protected natural areas. Agreement had been reached over two years ago between FAO and UNEP on the latter providing for a regional adviser post in wildlife and national parks management. At its last meeting in February 1980 FAO's Latin America Forestry Commission pleaded for rapid implementation of the project but, according to available information, nothing has happened to-date.

67. At the decisive development planning and policy-making levels there has not yet been a breakthrough - a few exceptions apart - towards a generalized acceptance of the relationship between sustainable development and conservation. Planners in most countries still regard conservation as marginal to the immediate urgency of forcing the pace of development to satisfy the otherwise quite legitimate aspirations of the people in those countries. Conservation has been absent from the agenda of ECLA meetings. However, the Inspectors have recently been informed that the launching of a UNEP/ECLA joint project on Horizontal Cooperation in Latin America is a very serious attempt to rectify the situation. Again the Amazonian Pact, signed by the countries sharing the Amazon Basin, and the Greater Caribbean Action Plan, if successful, may stimulate greater acceptance of the notion of sustainable development and undertaking of similar action elsewhere in the region.

68. On the cultural heritage side, the main current activity at the regional level is a UNDP/UNESCO project entitled, "Protection, conservation and enhancement of cultural heritage" (in three phases: RLA/72/047, RLA/76/002 and RLA/79/005), already referred to earlier in the report. The project was the outgrowth, and in a way the culmination, of activities undertaken in the late 1960s and early 1970s at regional and country levels. It built up on the base laid by the Churubusco Centre in Mexico for conservation and restoration of cultural properties and by a large-scale project for restoration of architectural monuments in the Cuzco-Puno area of Peru.

69. The Churubusco Centre, established in 1966 with initial assistance from UNESCO (equipment and experts), has been operating within the framework of the Mexican National Institute of Anthropology and History (INAH). Currently it offers six different programmes: a five-year course in restoration of moveable properties at the licentiate level; a two-year course compressed into one year in architectural restoration at the Master's level; a two-year course also compressed into one year in museology at the Master's level; and three OAS sponsored courses, one on museology, one for architects (recently merged with the other one) and the third

on restoration of moveable properties. Though over half the student body is Mexican, the Centre is open to other Latin American countries, particularly for the OAS-sponsored courses. On average, some 30 Latin American students have been attending courses at the Centre in recent years with grants from UNESCO and OAS. There are also students coming at their own expense, many of whom from Europe or North America. At the time of the Inspectors' visit there were five students from Senegal through a special arrangement between the governments of Mexico and Senegal. Students are expected to do practical work on specific projects while at the Centre and, on completion of their course, to be immediately productive when they return to their institutions. The volume of restoration work carried out by the Centre increased from an average of 70 pieces a year in 1976 to 5,200 pieces in 1979. The Centre also provided advisory services and loaned out staff to other training centres established by UNESCO (discussed below) or to national institutions. The Churubusco Centre's efficiency and performance are said to have been rated so highly that the Mexican Government approved a substantial grant for the construction of new premises.

70. On several occasions during their visit to the region, the Inspectors saw evidence of the Centre's influence. One telling example is the Centre's close association with the "Templo Mayor" restoration and conservation project in the heart of Mexico City in which graduates, trainees and staff participate. National conservation and restoration centres in some of the countries visited owe their existence largely to the availability of Churubusco graduates to staff them. Consultancy assignments undertaken by the Centre's teaching staff are highly appreciated. The Centre has unquestionably played an influential role in the training of several generations of conservators, museologists, restorers and architects. They in turn have often acted as catalysts in sparking off growing awareness of national heritage and its importance in the development process.

71. The UNDP/UNESCO project in Peru for the restoration of architectural monuments was part of a large-scale, Inter-American Development Bank financed programme for the rehabilitation and development of the Cuzco-Puno area. The Cuzco training centre for conservation and restoration of cultural properties became the hub of training activities subsequently developed under the regional project. The latter, indeed, was grafted on the Peruvian project and catered during its initial phase to the Andean Pact Member States.

72. Since these countries, by and large, share the same cultural heritage, it was quite natural that the integration process set in motion by the Andean Pact also spread to cultural affairs. Growing awareness in these countries of the rapid deterioration of heritage and of the need to take prompt action to conserve and restore what was left gave birth to the proposal for a mechanism at the sub-regional level that would facilitate the development of expertise in restoration and conservation of cultural heritage. The first phase of the regional project, RLA/72/047, started in 1974 subsequent to a meeting of representatives of cultural heritage institutions and national planning boards of the six Andean countries which defined the objectives and operational modalities of the project. The continuous involvement and interaction of representatives of ministries or institutes of culture and of planning boards has remained one of the distinctive features of the regional project throughout its existence. Such interaction has made it possible to develop better understanding and appreciation of cultural heritage's essential role in a policy of balanced development.

73. The second phase, RLA/76/002, began in early 1976 and lasted until the end of 1978. During that time Argentina and Brazil joined the project. The third phase, originally scheduled to last until the end of 1980, was extended to the end of 1983.

74. From the beginning emphasis was placed on training. The courses offered at Cuzco were directed to architects (restoration of monumental architecture and historical sites), restorers of moveable objects (paintings and wood carvings) and archaeologists (techniques of excavation, etc). Simultaneously the project provided assistance to individual participating countries to set up their own institu-

tional framework and infrastructure for the restoration and conservation of cultural heritage. People trained at Churubusco and Cuzco in most cases formed the core staff in the countries concerned. Itinerant courses were organized particularly in restoration of moveable objects so that the Cuzco centre discontinued its own courses after 1976. The only ones continued after 1976 were those addressed to architects. The total number of people trained at the Cuzco Regional Training Centre between 1975 and 1980 were 181 of whom 141 were on the monuments and sites courses, 14 on archaeology and 26 on the restoration of objects. Two-thirds of trainees were financed from the project budget. A survey at the end of 1980 of former participants in the Cuzco courses on architectural and monumental restoration showed that the majority were active in the profession in their respective countries.

75. Training activities branched out into other disciplines, such as museology or inventory, and were held in different locations. Bogota, Colombia, has become in recent years the centre for museology courses in cooperation with the Colombian cultural heritage association (Colcultura), and the Andrés Bello Convention Secretariat. The Bogota Centre was set up following a seminar in November 1978, which brought together specialists from Latin America, Europe, and Africa, to advise Colcultura on course design and curricula. Short seminars or courses on inventory were also held in Santiago, Chile and Cuzco, Peru. The total number of people trained at the Regional Training Centre for museology at Bogota between 1979 and 1980 were 126 of whom 47 took the middle-level technicians courses, and 79 the directors and administrators courses.

76. Teaching staff and special consultants averaged between 30 and 40 per course at the Cuzco and Bogota training centres.

77. The regional project also encouraged and aided the holding of training courses in individual countries. Their aim was either to train the core staff of restoration centres that were being established, some of them also with assistance under the project, or to up-date the skills of staff of existing centres. Courses were also organized for "culture agents" - people responsible for fostering awareness of cultural heritage and values - and for persons involved in tourism activities, such as guides, staff of tourist enterprises, hotel employees, etc. The total number of people trained at the National Training Centres at Quito, La Paz, Bogota, Belo Horizonte, Cuzco and Lima between 1977 and 1980 were 402 of whom 368 took the course on conservation and restoration of moveable objects and 34 the course on conservation and restoration of textiles,

78. Advisory services in the region constituted another major activity. Advice was given on a wide range of topics: establishment or strengthening of national conservation and restoration centres; inventories; museums; urban planning and urban renewal; audio-visual material and publications; research on traditional materials such as adobe, wood, paper, textiles, stone and metal. In 1979 the project mobilized 120.5 man/months of consultants and 164.25 man/months in 1980. Of the 66 consultants in 1979, 57 were from the Latin American Region (86.4%), 7 from Europe and 2 from the USA. In 1980, of the 65 consultants, 56 were from the region (87.7%), 8 from Europe and 1 from the USA.

79. A good deal of research was undertaken within the framework of the regional project. Among the subjects treated, two stand out as particularly significant, either because of the contribution to development or because of the originality of approach. One concerned multidisciplinary studies on the impact of the industrialization process on the historic centres of Latin American cities, involving economic and social factors, such as employment, housing, services, etc, and legal and other aspects. Case studies of Bahia, Quito and Cuzco were carried out by teams that included economists, urban planners, anthropologists, architects, and specialists in landscaping, art history and urban legislation. The other subject concerned museums and children through pilot activities involving 16 different museums in Chile, Colombia, Ecuador and Peru. They were aimed at providing data for the elaboration by the museums of educational programmes directed specifically at children.

80. Much of the research as well as the results of seminars and other courses, have been published. Some 60 publications have been issued and some 40 audio-visuals produced. A compendium of existing legislation on cultural heritage in the Latin American Region is being prepared as is a regional and national directory of personnel and centres involved in restoration and conservation.

81. Tables 2 and 3 show the UNDP inputs from 1975 to 1980 and the cost of consultancy services. The equipment purchased in the first two phases of the project was mostly used to install conservation and restoration workshops, such as in Bolivia and Ecuador. As Table 3 shows, the average monthly cost of consultant services has gone down from \$3,200 in 1975 to \$1,185 in 1980. This has been one of the distinctive features of the project at a time when standard costs for consultants and experts were rising sharply, and was made possible by the use of special service contracts. The only full time international staff has been the chief technical adviser. As noted earlier, the great majority of consultants come from within the region; in many cases the services of nationals have been used in their own countries. Most consultants were hired for short periods from a week up to two months, rarely for more than two months.

Table 2

TOTAL UNDP BUDGET AND PERCENTAGE SHARE OF INPUTS

Year	Total \$	Consultants	Training	Equipment(E)/ Dissemination(D)	Misc
1975	345.883	30%	25%	40% (D)	5%
1976	176.475	40%	20%	33% (E)	7%
1977	200.000	36%	42%	14% (E)	8%
1978	205.800	35%	50%	10% (E)	5%
1979	421.352	40%	45%	8% (D)	7%
1980	400.668	32%	53%	12% (D)	3%
1981	352.980	30%	53%	15% (D)	2%

Table 3

COST OF CONSULTANT SERVICES

Year	Total Spent	Man/ Months	Average per month (US\$)	Versus Proforma cost (US\$)
1975	126.400	35.5	3.200	3.200
1976	60.800	16	3.800	3.800
1977	74.100	39	1.900	4.000
1978	112.180	79	1.420	4.500
1979	155.025	119.25	1.300	4.700
1980	199.376	168.25	1.185	5.100

82. Another distinctive feature has been the TCDC orientation of the project. By using expertise available within the region, the project was able to encourage horizontal exchange of knowledge and skills and to build up a corps of professionals willing and able to offer their services on call. It has also permitted the development of local talents, and of techniques appropriate to the particular conditions of the region.

83. Savings were also made in the fellowship rates by extensive recourse to cost-sharing. The average cost per trainee in 1980 has been \$380 per month as opposed to the \$900 per month at the pro forma rate.

84. The regional project was instrumental in mobilizing funds from foundations, private banks and government agencies within the countries themselves as well as from other organizations of the UN system and multilateral or bilateral aid organizations. The financing of a seminar in Guatemala on seismic effects on monuments by UNDRO exemplifies the diversity of sources of funds. Relations have also been established with the World Bank and the Inter-American Development Bank. Close relations have been maintained with the sub-regional project for conservation of cultural property in Central America - RLA/78/018.

85. The project has also assisted in formulating, implementing and monitoring a number of country projects (in Bolivia, Chile, Colombia, Haiti and Peru) or in planning such projects, as in Cuba and Ecuador. From the outset, the project has been emphasising the concept that the protection, conservation and restoration of cultural heritage had to be closely linked with the regional and national development programmes. The cultural dimension of development was seen as having a clear bearing on overcoming the problems of depressed and "marginalised" rural and urban areas.

86. The Inspectors have noted a greater willingness to accept the cultural dimension of development. The interaction between planners and people responsible for conservation of cultural heritage, as institutionalized under the UNESCO regional project, has undoubtedly contributed to this as has the less controversial nature of the subject. The project owes much of its success also to the innovative manner in which it operates and to its stress on TCDC. Another factor was the involvement of a large number of institutions and people concerned with cultural heritage and its many ramifications touching on town planning, economic and social development.

#### (b) Country-level activities

87. In activities involving natural heritage conservation observed by the Inspectors, the UNESCO/MAB biosphere programme in Mexico, the major portion of which is run by the Institute of Ecology, is characterized by two innovative aspects which, in the Inspectors' view, offer a viable approach to managing natural areas. Each biosphere reserve is an association which links together the Federal Government, the State Government concerned and the local population. Through such close association and through the development of appropriate management techniques that would influence the surrounding area, the local inhabitants as well as public authorities have been able to build up a community of interests in which each party feels it has a stake in the proper and successful operation of the biosphere reserves.

88. A distinctive feature of the management of wildlands and watersheds project at CATIE is its manner of operation. Its activities are usually carried out at the "grass-roots" level, whether by government agencies, local authorities, non-governmental organizations or even indigenous populations. CATIE provides orientation, training at superintendent level and upwards, or "pump-priming". Building up on experience gained in the design and formulation of management plans for wildlands and watersheds, the project is aiming at mapping out national strategies based on sustainable development through resource conservation. From evidence gathered, it appeared that CATIE was not used or consulted as much as it should by the organizations of the UN system. Limited funds have been made available by UNESCO to the wildlands and watershed management project to finance a newsletter, travel within the Central American Region to promote MAB programme and World Heritage Convention activities, and training of students from South America at CATIE.

89. Costa Rica owes a good deal of its relatively advanced national parks system not only to the enlightened policies of the government and the high level of public concern for conservation but also to the substantial advisory services under the



FAO regional project and subsequently from CATIE. Significant, too, is that one of five projects in the environmental field in Latin America financed by UNESCO is being carried out in Costa Rica. It concerns environmental education in humid tropical areas, with emphasis on the preservation of traditions and practices of economic subsistence that had been useful in the past and were known to be environmentally sound.

90. In Ecuador a FAO/UNDP country project (ECU-77-005) had made it possible to draw up an inventory of natural areas of outstanding value or interest to serve as a tool to select priority sites for protection and to formulate management plans. The Galapagos Islands National Park also benefited from the advisory services under the FAO regional project, particularly with respect to the management plan. A forestry school, established under another FAO country project (ECU-71-527) gave training at the intermediate level but with relatively little attention, until recently, to conservation concerns. UNESCO made a contribution from the World Heritage Fund to the Galapagos National Park amounting to US\$11,000.-.

91. Chile has seen major activities in forestry and national parks carried out over the past 20 years by the National Forestry Corporation (CONAF) with FAO/UNDP support. The latest of three large-scale projects (CHI/76/003), operational since 1977, involves a revised UNDP input of \$2,600,000 until May 1983. The total UNDP investment for the two earlier projects amounted to some \$3,600,000. Though focused largely on problems connected with management of forest plantations and native forests for production purposes, the current project's activities also involve national parks and wildlife. For example, the University of Chile is under contract to devise a methodology to evaluate the economics of national parks; and a consultant has prepared a plan for management of wildlife. Assistance is also being given in the streamlining of the national parks system and in the reformulation of management plans.

92. Among the innovative features of this project - in which modalities and methods inspired by the "New Dimensions" are being applied - is the extensive use of national capabilities. Foreign expertise is limited to one long-term expert in addition to the Chief Technical Adviser. Thus ample use is made of national consultants, for one to three months and many activities are farmed out to national institutions under contract arrangements. Up to April 1981, 14 contracts have been signed for \$500,000 with institutions drawn from a roster which currently comprises 9. A local council made up of the UNDP Resident Representative, the FAO country representative and two Government representatives receives and examines the bids and recommends which institution should be awarded a contract. The final decision, however, lies with FAO Headquarters. This latter requirement can cause - and has caused - delays, as the Inspectors have been able to verify. Since activities are very dependent on the seasons of the year, it stands to reason that any lengthy delay can throw off the whole work schedule and by the same token increase project expenditures. In view of the originality of the subcontracting approach, which is very much in the spirit of the "New Dimensions", the Inspectors feel that a way ought to be found to eliminate as much as possible any unnecessary bureaucratic hurdles that might slow down the decision-making process.

93. A ten-year programme for forestry development and research in Brazil, supported by FAO/UNDP (BRA/71/545, BRA/76/027 and BRA/78/003) at a total cost of some \$4.6 million to UNDP, has been aiming at improving the biological, technological and economic basis for the development of the country's forestry sector; improving the rational utilization of the country's forestry resources; and strengthening the Brazilian Institute for Forestry Development (IBDF). By applying advanced satellite surveying and monitoring technology the project made it possible to draw up an inventory of forest resources. A component of the second project was aimed specifically at the formulation of a general wildlife management and conservation programme for the country, with emphasis on the Amazon region. This included an assessment of existing wildlife resources, an examination of factors which might be endangering these resources, proposals for institutional measures to improve the management and development of these resources, research activities to support the

programme, and training. As a result of this project, the National Parks, Wildlife and Reserves Department of the IBDF was considerably strengthened. It is also significant to note that the number of national parks and similar protected areas as well as the total area under protection have increased substantially over the last 3 years. Greater awareness of the fragility of the Amazonian ecosystems had led the Government to revise its development policies for the Amazonian regions and this can partly be attributed to the insights gained through the FAO-supported projects.

94. Marine resources represent a significant, if not overwhelming, factor in the economy of many of the Caribbean countries. This has led to the creation of numerous institutes or centres involved in marine research and training. The Institute of Marine Affairs of Trinidad and Tobago, founded in 1976, has been receiving UNDP support through the UN Department of Technical Co-operation for Development (DTCO) project (TRI/72/011). The UNDP input of \$1,382,219 covers not only international experts but also five nationals, each of whom heads a programme and the Government contribution up to 1980 amounted to over US\$444,000. The five programmes cover the following subjects: public education, coastal area planning and management, socio-economic and legal aspects, natural resources, and environmental quality. As noted earlier, the Institute has acquired a level of expertise that could well enable it to become a centre of excellence in oceanography.

95. In the cultural field, the heritage left by civilizations that flourished before the discovery of the "New World" by Colombus and the artistic and architectural patrimony bequeathed by erstwhile conquerors and settlers of European and African extraction are as much a source of pride as of concern to present-day nations in the Americas. Growing recognition over the past decade of the need to preserve this legacy from the past as being part and parcel of a nation's self-identity has spurred both governments and private organizations to take action to salvage and preserve what is left from further decay and destruction. The task ahead is still immense and overtaxes many a country's capacities. It is heartening, however, to see that - as the Inspectors were able to witness - in most countries the will and determination exist. The UN system, particularly through UNESCO, has played a part in supporting national efforts to restore, conserve and present cultural heritage.

96. Evidence of this, for instance, has been UNESCO's assistance to the Museo del Hombre Panameño (Museum of the Panamanian Man), installed in the former main railroad station of Panama City, through provision of the services of an expert in museography and of fellowships to museum staff that enabled them to attend courses at the Churubusco Centre in Mexico. Inclusion of the Portobelo-San Lorenzo historical sites in the World Heritage List has given a boost to the restoration efforts undertaken by the Government.

97. A small-scale UNESCO-supported cultural heritage project in Ecuador in the late 1950s was subsequently a vital factor in the very substantial involvement of the Central Bank in conservation and restoration of cultural heritage. It was on the advice of the then UNESCO expert that in 1960 the Bank purchased a large collection of archaeological pieces which had belonged to a foreign collector to prevent them from being taken out of the country. Since then the Bank has been systematically purchasing individual pieces and whole collections. In 1969 it opened a museum within its newly built premises under the responsibility of a director who had been able to follow specialized courses in museology in Europe through a UNESCO fellowships. The Central Bank Museum, which has become the country's principal custodian of heritage, has launched into restoration work jointly with the National Institute of Cultural Heritage as well as into research, education and publications. The Bank has also opened museums in several other cities of the country in an effort to decentralize its collections and to bring them closer to the people, and plans to establish small museums adjoining a number of major archaeological sites. Collaboration with UNESCO has continued. The Museum's director was one of the instigators of the regional project discussed in the previous section and the Museum played a prominent part in the sub-project that dealt with the topic of children and the museums. The Inspectors feel that the example

of the Central Bank of Ecuador's involvement in preservation of cultural heritage deserves careful attention for possible adaptation elsewhere.

98. Co-operation with UNESCO has also been instrumental in the establishment in Ecuador in 1975 of a centre for restoration and conservation of art objects under the direction of the National Institute of Cultural Heritage. Staff were trained either on the spot or at the Cuzco Centre. Advisory services by short-term consultants under the regional project rounded off the training and skill-updating of the staff. The Institute also received some assistance in 1975 and subsequent years in training staff in inventory and archaeological excavation techniques. In recent years the Institute has been hosting museology courses held under the auspices of UNESCO's regional project.

99. In Chile, UNESCO-supported activities in cultural heritage were carried out within the regional project and three country projects. Under the former, Chile's National Museum of Natural History has been conducting annual courses in museology of one or two weeks' duration, and the National Museum of Fine Arts has received advisory services in inventory matters. One of the country projects was involved in the conservation of petroglyphs on the walls of caverns and the stone monuments on Easter Island. The other two projects involved a diagnosis of the existing network of museums with a view to suggesting changes in their organization and display arrangements, and the instituting of correspondence courses for archivists.

100. UNESCO assistance to Brazil has consisted, on the one hand, of the provision of services of experts, for example, as teachers for restoration and architectural conservation courses or as advisers in the drawing up of inventories; and, on the other hand, of fellowships to Brazilians for participation in courses or seminars abroad or to foreign experts to enable them to attend seminars organized in Brazil. Recently Brazil became a participating country in the regional cultural heritage project. Under this project UNESCO gave assistance in the form of a one-time contribution in 1978 for expendable supplies of \$6,000 and of two professors annually, one month each, to the Conservation and Preservation Centre in the Faculty of Fine Arts of the Federal University of Belo Horizonte. The Centre has trained a total 62 restorers and conservators since 1978. Cooperation with UNESCO has not been a one-way affair: the Director-General of the Foundation of Museums of the State of Rio de Janeiro has carried out numerous consultancy missions on behalf of UNESCO in a number of countries in the Caribbean.

101. An interesting experience, suspended after one year for lack of assured funding, had been a course in 1979 at the Inter-American School of Public Administration of the Getulio Vargas Foundation in Brazil on management of cultural activities. This course, co-financed by the Government, UNDP/TCDC and OAS, had aimed at demonstrating how concepts of public administration and management could be transferred to people involved in cultural activities and at showing these people how to handle the "nitty-gritty" of administration. UNESCO has asked that the experience be written up and made a grant to cover the publishing costs.

102. In Trinidad and Tobago, a UNESCO consultant advised the Government on proposed legislation to set up a National Heritage Trust. At the time of the Inspectors' visit the proposals were still at the stage of a bill. UNESCO has also been actively engaged in similar activities in some of the other Caribbean countries and in the preservation of written and oral heritage.

103. Many Government officials as well as private individuals concerned with heritage matters, and officials of the UN system, whom the Inspectors met during their travel through the region expressed their disappointment at what they perceived as lack of drive and leadership in the conservation of cultural and natural heritage from the organizations of the UN system mainly concerned, especially UNEP, FAO, UN and ECLA. It is indeed regrettable that the organizations of the UN system have, as yet, failed to adopt a common position which would carry enough conviction. All of them should feel concerned; for the price of neglect can be high, or even prohibitive, in terms of social costs, impaired quality of life and ecological damages. If current and future costly investments in development efforts are to produce long-

term benefits for this and coming generations, it would be unwise indeed to treat conservation and careful management of heritage as a marginal issue that could be safely glossed over.

104. The Inspectors believe that it is not only for UNEP, FAO and UNESCO to be concerned with conservation of heritage; also the other organizations of the UN system have a responsibility in this matter. Indeed, they are of the opinion that all organizations of the UN system, particularly those addressing themselves to a broad spectrum of social and economic development issues such as ILO, should ensure that environmental protection and improvement - which would include conservation and management of heritage - become an integral aspect of their concerns. At the country level the Inspectors believe that the Resident Co-ordinators of the UN system can make greater contribution to conservation by encouraging and supporting local effort.

B. Regional Intergovernmental Organizations, Bilateral Aid  
Agencies and Non-Governmental Organizations

105. The organizations of the UN system are by no means the only ones involved in supporting national or regional efforts in conservation of heritage. Very substantial resources have been and are made available to the countries of the region from such diverse sources as the Organization of American States (OAS), the Inter-American Development Bank (IDB), US Agency for International Development (USAID), Smithsonian Institution, several US Government agencies, and a number of foundations, universities and other non-governmental bodies, such as IUCN and WWF and the Rockefeller Brothers Fund.

The Organization of American States (OAS)

106. The OAS has a long-standing tradition of involvement in conservation matters that goes back to the 1940s. Much of OAS's work in the natural heritage field is carried out under the umbrella of the 1940 Convention of Nature Protection and Wildlife Preservation in the Western Hemisphere. It currently proceeds in a three-pronged approach: through a large component covering conservation of wildlife, national parks, and similar protected areas under its regional programme for development of science and technology; through special projects for specific new lines of research or specific goals (e.g. use of wild lands and of native fauna, preservation of genetic pools, conservation of South American Camalids); and through regional projects, which usually aim at triggering off national activities and at bringing together those who could influence the decision- and policy-makers. The OAS has carried out a number of projects under contract with UNDP and UNEP: for example, a study of the environmental impact on the development of the upper course of the Paraguay river, studies on planning methodologies that incorporate environmental considerations, and a set of pilot projects concerning humid tropics and human settlements and their mutual interaction.

107. Under OAS sponsorship, five technical meetings, at some of which FAO and UNESCO also participated, were held between 1977 and 1979 to review possible measures that would ensure effective implementation of the 1940 Convention.

108. Topics covered were conservation of marine mammals and their ecosystems; conservation of the major terrestrial ecosystems of the Western Hemisphere; education and training for the administration of national parks, wildlife reserves and other protected areas; conservation of migratory animals and their ecosystems; and legal aspects of the 1940 Convention. Under its own technical co-operation programme OAS has provided assistance to countries in the region in matters concerning national parks. For instance, an OAS expert co-operated with the Forestry Department of Trinidad and Tobago in identifying potential areas for protection and conservation by applying the matrix developed under the FAO regional projects described in the preceding section. Fellowships are granted to students from South America to enable them to attend courses on wildlands and watershed management at CATIE in Costa Rica. OAS has also been participating in the preparation of the

Greater Caribbean Action Plan. It is also a signatory of the "Declaration of Environmental Policies and Procedures relating to Economic Development" of February 1980.

109. OAS's role in the conservation of cultural heritage has been considerable. Its regional programme for cultural development has a component for the protection and development of cultural, historical and artistic heritage and its surroundings. Conservation and presentation of monumental architectural heritage is a major activity; an OAS-sponsored meeting in Quito, Ecuador, on tourism and cultural heritage led to the drawing up of a "Quito Plan" for the preservation of the city's colonial centre. Other activities include training and advisory services in presentation and conservation of moveable objects, museology and museography, and inventory work. Close co-operation exists between OAS and UNESCO on the basis of formal agreements between the two organizations. As mentioned earlier in the report, OAS provides fellowships for participants to various training centres established by UNESCO.

#### The Inter-American Development Bank (IDB)

110. Another regional inter-governmental body involved in conservation of heritage is the Inter-American Development Bank. Following the Stockholm Conference, the Bank issued policy directives concerning environmental management and the screening of loan requests from the environmental impact point of view. Many of its recent loans have substantial technical cooperation components concerned with building up institutional capacities for environmental impact analysis and monitoring. A number of the Bank's loans for tourism development projects and urban renewal have important conservation implications. It is the Bank's declared policy to demonstrate the economic and social benefits that could be derived from environmentally sound measures. Close relations exist with the UN system especially with UNDP, FAO and WHO/PAHO. Currently the Bank is trying to reactivate relations with UNESCO.

#### United States Government Agencies

111. Substantial resources are available to Latin America for conservation efforts especially of natural heritage, from various US Government agencies. The major one is USAID which has been given increasingly stronger mandates by the US Congress since the Stockholm Conference to become concerned with assistance to develop and strengthen the capacity of developing countries to protect and manage their environment and natural resources. This is being done through education, management for conservation, institution-building and training. From small amounts (\$ 15 million) in 1977, the environment and natural resources programme has now grown to over \$200 million. Interest in problems and challenges posed by deforestation is based on the realization that forest preservation and management are intimately linked with the basic economic and social needs and cultural patterns of some of the poorest segments of the population in developing countries. One aim has been to establish environmental linkages that transcend national boundaries and another, to ensure that development becomes sustainable. Currently USAID is involved with 25 projects in 10 countries totalling some \$142.5 million. Among the projects are support to CATIE's project on wildlands and watershed management; environmental profile studies, such as one conducted in Ecuador under contract by NATURA; environmental education; reforestation and soil conservation in the Andean highlands of Ecuador; assistance to national parks services, such as the one in Costa Rica. USAID also sponsored recently a regional study of natural resource management training needs and capabilities and followed up this study with a regional meeting in Quito, Ecuador, to discuss an appropriate regional strategy (see para. 32). The Inspectors understand also that USAID can provide ad hoc short-term technical assistance in forestry and related natural resources fields with its growing team of regionally stationed resource management specialists.

112. The US National Park Service and the US Fish and Wildlife Service are extensively involved in technical co-operation in the Western Hemisphere, particularly in training and in helping countries in national park planning and management, as, for example, in Venezuela, or in preparing inventories of species, as in Ecuador, for species distribution maps.

#### The Smithsonian Institution

113. The Smithsonian Institution has been supporting a number of scientific research institutions and projects as well as training programmes. A particularly impressive example of high-level basic research in tropical biology, which the Inspectors were able to see, is sponsored by the Smithsonian Institution at the well-equipped research station on the Barro Colorado Island, Panama. This station is administered by the Smithsonian Tropical Research Institute in Panama in collaboration with the Government and University of Panama. Recently the Smithsonian Institution has developed a primate conservation training programme in collaboration with the University of Florida, Gainesville, Florida, open to students from Latin America. This programme grew out of the successful completion of a pilot project in sustainable harvesting of primates in Iquitos, Peru, with assistance from the US National Health Institute, which for some time had been concerned about the rapidly declining numbers of primates. During the year since their visit to the Latin American Region, the Inspectors noted a growing global interest in primate conservation programmes based on increased medical needs for experiments in scientific laboratories and the state of depletion of several species of the primates, some of which are already threatened with extinction. It is their hope therefore that the needed financial support for the conservation programmes will not be reduced or curtailed either by individual Member States or by the international community.

#### The International Union for Conservation of Nature and Natural Resources (IUCN)

114. IUCN is the principal international non-governmental organization, closely linked with the World Wildlife Fund (WWF), UNESCO, UNEP and FAO, that is substantially involved in nature conservation. It is also a member of the UNEP/FAO/-UNESCO/IUCN Ecosystem Conservation Group (ECG) which is an Inter-Agency Group intended to co-ordinate the activities of the four international organizations in this field.

115. IUCN is making an important contribution to the conservation of Latin American natural heritage in matters related to several of its nine main "Programme Areas", and through its special role in the ECG of identifying the problem areas requiring attention 12/. It has given assistance to CATIE's programme of publications and of promotion of international conventions, and to Ecuador for the Galapagos National Park's endangered fauna. It has also participated in the elaboration of the Wider Caribbean Action Plan and has been cooperating with OAS in the promotion and implementation of the Western Hemisphere Convention. El Salvador and the Caribbean received US\$6000.- and US\$5000.- respectively for conservation education. Similarly assistance has been given for identification of conservation needs in the Gran Chaco of Argentina, Bolivia and Paraguay.

#### Private Foundations

116. Among private foundations, the Rockefeller Brothers Fund stands out as one of the staunchest supporters of conservation efforts in Latin America. The Fund was instrumental in the launching of the FAO regional project in wildlands management described in Section A above. It has also been consistently supporting CATIE's wildlands and watershed management project. The East Caribbean Natural Area Management Programme (ECNAMP), carried out by the Caribbean Conservation Association jointly with the University of Michigan is being funded by the Rockefeller

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12/ IUCN: "A Conservation Programme for Sustainable Development, 1980-1982".

Brothers Fund and WWF. Several US and Canadian universities are also active in research and training programmes concerned with management of natural resources. Many leading Latin American conservationists and national park staff have been trained at the School of Natural Resources of the University of Michigan which has established itself as an authority in management of national parks and natural areas.

117. Many of the persons whom the Inspectors met felt that one of the UN system's most meaningful contributions would be to bring the global perspective to bear on regional undertakings carried out by the OAS and the other institutions described briefly above - as well as other regional or bilateral organizations and agencies - which command considerably more resources than the UN system for conservation purposes. The Inspectors agree that there is indeed scope for complementarity and greater recourse to these resources by the UN system.

### C. Co-ordination

118. The many organizations operating in the region in conservation and management of heritage, as well as the complexity of the subject matter and the need to husband scarce resources, pose a formidable challenge to co-ordination of programmes and activities and to the working out of common strategies. This would be particularly true of wildlife and protected areas in respect of which strategies emanate from Paris (UNESCO), Rome (FAO), Nairobi (UNEP), Washington (OAS) and Gland (IUCN/-WWF). The creation of some kind of institutionalized co-ordination mechanism to deal specifically with this topic would be desirable. However, from evidence gathered and observations made in the countries visited, the Inspectors have concluded that such co-ordination is grossly deficient at regional as well as at country levels, and that the catalytic role of UNEP has been largely absent.

119. Co-ordination at the regional level does exist, but for a very wide spectrum of environmental matters. It is conducted through the mechanism of inter-agency consultative meetings convened periodically under the leadership of UNEP's Regional Office. This mechanism also includes bilateral and thematic joint programming exercises and inter-agency working groups to follow up on specific thematic meetings. The list of participants at the 6th inter-agency consultative meeting, held in November 1980, which comprised representatives of the ECLA and its associated institutions, FAO, UNEP, UNESCO, UNDP, UNFPA, ILO, WHO/PAHO, IMCO, UNIDO, UNICEF, OAS, IDB, the Latin American Economic System (SELA), the Latin American Energy Organization (OLADE), the Latin American Network of Information on Human Settlements (LATINAH), the Madrid-based International Centre for Training in Environmental Sciences (CIFCA), the Inter-American Centre for Integrated Development of Water and Lands (CIDIAT) and the University Centre of Andean Development (CINDA), attests to the diversity of organizations involved in one way or another in environmental questions. So far, topics dealt with through this co-ordination mechanism have not specifically included, or more than touched upon conservation and management of wildlife and protected areas. This is all the more regrettable as there is no equivalent at the regional level of the Ecosystem Conservation Group (ECG) - which comprises UNEP, UNESCO, FAO and IUCN. Whatever co-ordination or joint strategies may have been agreed on at ECG meetings, the Inspectors saw little evidence of these in the countries visited or in the region as a whole.

120. Absence of a formal mechanism notwithstanding, co-ordination of activities concerning wildlife and protected areas is being conducted through improvised channels. It is often based on personal contacts or on ad hoc bilateral understandings among the organizations concerned. The Inspectors were informed, for instance, that because officially co-ordination between FAO and UNEP only existed at headquarters level, contacts at the regional level were maintained on a personal basis between officials of the FAO Regional Office's Programme on Natural Resources and the Environment and officials of UNEP's Regional Office. Obviously such a system is too personalized to guarantee programme continuity and coherence.

121. Another obstacle to effective joint action, particularly as concerns FAO and UNESCO, is lack of sufficient authority of the two organizations' regional offices

to enter into binding commitments without constant reference to their headquarters. This situation weakens the regional offices' effectiveness as full partners and slows the decision-making process because of administrative delays.

122. Interaction between UN system and non-UN organizations' programmes occurs in a somewhat ad hoc fashion or through formalized bilateral arrangements, such as exist between UNESCO and OAS, or between the IDB and several organizations of the UN system, or between UNEP and PAHO on environmental health programmes and among UNEP, OAS and USAID with regard to oil spill contingency planning in the Eastern Caribbean. Other instances of interaction are the publication of a periodical, PARKS Magazine, with participation of the Canadian and US Governments, FAO, UNESCO, UNEP and IUCN/WWF, and collaboration among different organizations in the preparation of projects such as the Greater Caribbean Action Plan.

123. While there may be much to be said in favour of informal contacts because of their flexibility, the Inspectors have noted a general consensus about the desirability of some kind of co-ordination mechanism at the regional level specifically geared to the problems of wildlife and protected areas. This would enhance the possibilities of concerted action in an area of endeavour where much is at stake and where concentration of limited resources would bring about greater results and impact than isolated punctual actions.

124. With fewer organizations involved in programmes and activities related to cultural heritage, the task of co-ordinating has been easier. The Inspectors found that this seemed to be done rather effectively under the umbrella of the UNESCO regional programmes for the preservation of cultural heritage in South and Central America. The question arises, however, as to what is to happen on completion of the UNDP-assisted regional projects. It will be important to institute a mechanism which will assure the continuity of the co-operative relationships established under the current projects.

125. Such a mechanism or forum should enable governments of the region to come together, at the highest possible level, to discuss issues connected with conservation and proper management of cultural and natural heritage with a view to evolving and arriving at an agreed regional conservation development programme and plan of action.

#### D. Technical Co-operation among Developing Countries

126. The Latin American Region can pride itself on having attained a very high level of expertise in matters of conservation and management in several areas of their cultural and natural heritage. As already indicated in Section C of the preceding Chapter, a number of centres of excellence have been established throughout the reregion, some with initial United Nations system assistance, others through the OAS and other international organizations. Two outstanding regional training institutions operating as TCDC ventures are CATIE in Costa Rica and the Churubusco Centre in Mexico City. Extensive reliance on expertise and talents from within the region is their distinctive feature.

127. During their visit to the region, the Inspectors came across many other instances of TCDC-type operations. They were impressed by the number of institutions and centres with the potential and the resources that only waited to be properly harnessed for TCDC purposes. Of the examples that come to mind are the Institute of Ecology of Mexico with a research budget of over US\$3 million and facilities for field training; the Charles Darwin Research Station on the Galapagos Island, Ecuador, with facilities for field research; the National Museum of Natural History of Chile with experience in multidisciplinary research and in programmes involving youth activities; the Forestry Research Institute of the State of Sao Paulo; and the Brazilian Institute for Forestry Development in Brazil, with considerable experience in researching, inventorizing, monitoring and managing forests, parks and other protected areas.



128. The Inspectors also noted the potential TCDC linkages between non-governmental organizations. Such conservation associations, for instance, as NATURA in Ecuador, the Brazilian Foundation for Conservation of Nature and the Caribbean Conservation Association, have much in common which they could share with similar institutions the region, and much to offer to governments as well. Significantly, for example, the Caribbean Conservation Association has been a full participant in the elaboration of the Greater Caribbean Action Plan and NATURA has been commissioned by USAID to undertake an environmental profile study of Ecuador. Among the advantages that many NGOs have over government institutions are the possibility to operate at the "grass-roots" level and relative freedom from political and bureaucratic fetters.

129. TCDC operations should not be confined to Latin America and the Caribbean, but could be extended to other regions as well. Many of the problems are similar and the sharing of expertise would be mutually enriching. Linguistic or cultural affinities argue for more exchanges, such as between Brazil and Portuguese-speaking countries in Africa. Language need not be a barrier - proof of this, for example, is the attendance of students from Senegal at courses offered by Churubusco Centre, Mexico, and the links established between the Inter-American School of Public Administration (EIAP), Brazil and the Institut Culturel Africain (ICA) at Dakar, Senegal.

130. Any discussion of TCDC in Latin American Region cannot omit mention of the OAS's role. As a regional organization with a long-standing record of technical co-operation, the OAS has undoubtedly been instrumental in promoting TCDC. Indeed, TCDC was a built-in feature of most of the organization's activities long before the expression was coined.

#### IV. CONCLUSIONS AND RECOMMENDATIONS

131. In spite of the various limitations under which this study had to be carried out, particularly the paucity of adequate data about the UN system's technical co-operation activities concerned with heritage, the Inspectors believe that their findings and the information they gathered do permit certain conclusions and recommendations which they hope will be useful in guiding such future activities.

132. One main conclusion of the Inspectors is that the inputs of the organizations of the UN system to conservation and management of heritage - notably natural heritage - in the Latin American region are very limited, compared with what is available through other sources such as OAS, IDB or bilateral development co-operation agencies. They are equally small, if compared with the system's inputs to activities in other fields. The Inspectors therefore believe that, through various avenues such as reallocation of resources, the system would be able to do more. Furthermore, it should make an effort to attract additional resources from bilateral and other sources in support of well-designed regional or national development programmes. These would be called for in view of potential damage that wrong development policies might cause to the ecosystems and higher costs that damages and repairs to the environment might entail. General Assembly resolution 35/74 gives a clear mandate to all organizations of the UN system to implement the World Conservation Strategy.

133. The Inspectors have found that despite its limited inputs, the UN system can claim credit for certain achievements. The catalytic support it has provided has succeeded in arousing interest and concern for the preservation of heritage. It has also generated additional funds to finance increased activities at both national and regional levels. Co-operation with such regional training and research centres as Churubusco, Cuzco, and Charles Darwin Research Station and CATIE led to

palpable results. The methodology, developed within the FAO regional project in wildlands management, to establish a correlation between the objectives of conservation and alternative categories of management, is still being applied. For these reasons, the Inspectors hope that bilateral and multilateral aid organizations will consider giving substantial support to the implementation of conservation programmes, particularly the UNESCO's biosphere reserve network in Latin America.

134. Another salient conclusion of the study is that despite widespread acknowledgement of the notion that sustainable development is inextricably linked to conservation of heritage, there has as yet been no real breakthrough towards full acceptance of the implications of this notion for long-term action, either at the regional or at country levels. Conservation has not figured prominently in the agenda of ECLA sessions. In most countries it is dealt with by planners and policy-makers more as a marginal issue than as an integral part of development.

135. Regrettably, too, the UN system taken as a whole does not appear to be fully attuned yet to the exigencies of a conservation-oriented approach to development in the region. Even if determination of technical co-operation priorities ultimately falls within the competence of the governments, there is no reason for the organizations of the UN system to abdicate their role of encouraging adoption and pursuit of development policies that are in harmony with the principles of conservation. They have, after all, subscribed to these principles in endorsing the World Conservation Strategy.

136. This in turn raises the question of the creation of a mechanism or forum through which governments can be brought together, at the highest possible level, to discuss issues connected with conservation and proper management of heritage with a view to evolving and arriving at an agreed regional conservation development programme and a Plan of Action. At present there is no mechanism or forum which commands enough authority to ensure consistent application of conservation-oriented development policies. The Inspectors believe that UNEP's excellent experience with Regional Seas Plans of Action would make a great contribution to a similar regional programme for conservation of Latin American cultural and natural heritage with ECLA as the Headquarters for a Regional Co-ordinating Unit.

137. General Assembly Resolution 32/197 of 1977 calls on the Regional Commissions to act "as the main general economic and social development centres within the UN system for their respective regions", and hence to "exercise team leadership and responsibility for co-ordination and co-operation at the regional level". ECOSOC resolution 1979/56, of 2 August 1979, in endorsing a decision of UNEP's Governing Council drew the attention of the Regional Commissions "to the advantage of setting up, if they have not done so already, intergovernmental regional environmental committees". There is consequently much to be said in favour of having matters relating to heritage discussed at ECLA's Ministerial meetings.

138. At the secretariat level, ECLA's action in the field of environment, including conservation, would gain if substantive responsibilities from either the UNEP Regional Office, presently in Mexico City or from UNEP Headquarters in Nairobi, were to be transferred to ECLA as part of the proposed regional intergovernmental forum and Regional Co-ordinating Unit. Such an arrangement would also be beneficial for training programmes conducted under ECLA auspices, particularly those by ILPES, into which the notion and principles of sustainable development could be incorporated.

139. Considering the many organizations operating in the region in conservation and management of heritage, the question of co-operation and co-ordination of programmes and activities is of special importance. In view of the substantial involvement of OAS and other bilateral development co-operation agencies, ways would have to be found to ensure that their activities and those of the organizations of the UN system are compatible, mutually supportive and, by all means, complementary. The creation of some kind of formal co-ordination mechanisms such as the Co-ordinating Unit suggested above is, in the Inspectors' view, justified, particularly with regard to conservation and management of wildlife and protected areas. The present

mechanism of periodic inter-agency consultative meetings has too wide a spectrum of subject matters and too diversified a composition of membership as to allow enough attention to this specific area. Above all, it lacks full support of the governments at the regional level.

140. Whatever the arrangements that are ultimately worked out, the Inspectors feel that it is important to make due allowance for the considerable inputs which international NGOs, such as IUCN and WWF, as well as national NGOs, can make. Some form of association would have to be devised which would make full use of their potential, and ensure a better dovetailing of publicly and privately sponsored activities.

RECOMMENDATION 1: Consideration should be given to creation of a single regional intergovernmental forum, under ECLA auspices, open to government representatives at the highest possible level of representation and to the organizations of the UN system, as well as the OAS and other regional organizations, to discuss and agree on common approaches to conservation-oriented development with a view to formulating a comprehensive regional strategy and a Plan of Action. The possibility of appointing a group of senior government advisers for environment and conservation of heritage - based on the precedent set by the ECE - should be explored. The Greater Caribbean Basin Plan of Action should serve as a model for collaborative efforts in the field of conservation of heritage.

RECOMMENDATION 2: UNEP and ECLA should consider ways of strengthening the Commission's capacity as a forum for conservation and environmental activities in the Latin American Region through transfer of substantial responsibilities from UNEP's regional office, **or** Nairobi, to the Commission's Secretariat to form a joint UNEP/ECLA Division which will act as a Co-ordinating Unit for the whole region.

RECOMMENDATION 3: The organizations of the UN system - particularly those mainly concerned with conservation and management of heritage - should implement the World Conservation Strategy and encourage the adoption by governments of sustainable development policies. In order to achieve maximum results they should co-operate closely and co-ordinate their programmes and activities and ensure that their activities and those of OAS and other development co-operation agencies, including the NGOs such as IUCN, are mutually supportive.

RECOMMENDATION 4: The UN system, particularly UNDP, UNEP, UNESCO, FAO should substantially increase resources devoted to conservation through the review of their priorities and through greater effort to attract additional resources from inside and outside the UN system.

141. Action in conservation would gain in effectiveness if all countries in the region were to adhere to the basic international conventions relating to conservation of natural and cultural heritage. Concomitantly national legislations and practices would have to be brought in line with the requirements of such Conventions as well as with current thinking in conservation and management of heritage. The Inspectors have found that while the region's record in this respect is commendable, there were still gaps to be filled. They also have noted a keen awareness of the need to ensure that one country's efforts at living up to commitments entered into by adhering to an international conservation convention would not be thwarted or undermined by another country's deficient or ineffective legal provisions or non-observance of such commitments. It would help, too, if there were greater uniformity in nomenclature.

142. In most countries, the multiplicity of legal texts and institutions dealing with conservation and management of heritage can, in many cases, sap even the best intentioned or formulated legislation and enforcement measures. In such cases the streamlining of national institutional arrangements would contribute to rendering UN system assistance more effective.

RECOMMENDATION 5:

(a) The organizations of the UN system most directly concerned should provide expertise and facilitate exchange of information on appropriate legislative and enforcement measures which would help countries of the region that have not already done so, to ratify and adhere to the CITES, World Heritage Convention, Illicit Trade in Cultural Properties and other Conventions. Such advice should continue to be available to countries wishing to consolidate their legislative texts and institutional arrangements to improve conservation and management of the heritage. Inter-country co-operation in legislation for conservation and in its enforcement should be fostered in the framework of TCDC.

(b) The 1940 Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere is the main instrument for the OAS's activities in the natural heritage field. The organizations of the UN system mainly concerned should ensure that their own activities are in harmony with this Convention and, in co-operation with OAS, seek to ensure its application.

143. Though most countries have established national parks and other types of protected areas - and a few even relatively sophisticated national parks systems - there is general consensus that the number of trained persons, in particular at the professional/middle-management and technician levels, is far short of what is needed to handle and manage these parks properly. According to an authoritative source, personnel required at these levels alone between now and the year 2000 is estimated at close to 42,000. The FAO regional project in wildlands management was too short-lived to have led to the creation of a regional training programme, despite repeated requests expressed by the countries of the region in various fora, or to the formulation of a regional training strategy. Several of the FAO country projects in forestry have had components of conservation but not specifically geared to management training for protected areas. The initiative developed under the auspices of WWF-US and USAID to evolve a regional strategy for training in natural resources and environment is a welcome move in which the UN system could play a useful role.

144. In the cultural field the UNDP/UNESCO supported regional project (RLA/79/005) for protection and restoration of cultural heritage has achieved commendable results in terms of persons trained and national institutions and capacities built up, and has developed some imaginative and innovative approaches in its operations, but its continuity beyond the completion of UNDP/UNESCO support has not been assured. Some arrangements would have to be devised so that the momentum it has generated be maintained.

RECOMMENDATION 6:

(a) The organizations of the UN system, ECLA included, should make full use of their training programmes and advisory services to further the goals of sustainable development and conservation of heritage.

(b) The FAO should ensure that whatever training programmes may be developed within the country forestry projects it supports also include a substantial component dealing with conservation and management of protected areas as well as the basics of eco-development, and

(c) UNESCO should, in consultation with the appropriate authorities and institutions, take timely measures to secure the continuation of the project under the responsibility of the interested governments, in a form that would best meet their requirements.

145. The Latin American Region has attained a high degree of self-reliance in expertise concerning conservation and management of heritage. It has also some excellent research facilities and capacities. Extensive research programmes, some

commanding considerable interest and support from outside, are being conducted in many of the countries and a number of research institutions have even become centres of excellence in their specializations. The Inspectors found among the institutions visited great willingness and even keen interest in sharing their experience with others. There is great potential for TCDC linkages, both at governmental and at non-governmental levels, which could benefit other regions. This would particularly benefit those countries which lack adequate research capacities.

RECOMMENDATION 7: The organizations of the UN system should encourage regional co-operation in research in conservation of the heritage, starting with the institutions they are supporting. They should, through formal and informal channels, foster and strengthen TCDC links and arrangements within the region and outside it with other regions. Such TCDC linkages in conservation and management of heritage should cover research, training, exchange of information and research results, advisory services and so forth. Ways should be found to strengthen the collaboration with the OAS.

146. There is sufficient evidence to show that conservation policies and measures are bound to fail in the long run if they lack the support of those directly concerned, and more generally of the public at large. The task of sensitizing public authorities and public opinion to the need for conservation and eco-development is immense indeed. All means to reach out to decision-makers as well as to the public in general would have therefore to be mobilized. The Inspectors noted a general consensus about the need to intensify exchange of information and experience relating to consciousness raising activities, and to find ways of strengthening regional co-operation, which would also include non-governmental organizations, in preparing educational and other promotional materials.

147. Since the OAS Secretariat has been mandated by the Organization's General Assembly to be concerned with this within the framework of the 1940 Convention, there would be an advantage, from a cost-benefit point of view, for close collaboration between the UN system and OAS. The UN system could draw on its world-wide experience and bring to bear the global perspective on whatever joint activities would be pursued. The Inspectors hope that the recently launched UNEP/ECLA Horizontal Co-operation project and CIFCA training programmes can play a useful role in this area. The publication of PARKS magazine by a consortium comprising FAO, UNEP, UNESCO, OAS, IUCN, WWF, Parks Canada and US National Parks Service is a good example of such collaboration. The proposed establishment by FAO, UNEP and OAS of a regional information exchange in wildlife and national parks management and wildlands conservation - to be known as "Puma Paper" - would be an outstanding opportunity for fostering similar collaborative links. Unfortunately, the Inspectors were informed that there has been no mandate for the launching of the proposed Paper. Hence the need for a regional forum.

RECOMMENDATION 8: Exchange of information and action concerning educational programmes and consciousness raising campaigns in heritage conservation and eco-development should be framed as a collaborative effort which would include the organizations of the UN system directly concerned, regional intergovernmental organizations such as OAS, and non-governmental organizations.

RECOMMENDATION 9: UNEP and FAO, in close collaboration with ECLA and OAS, should take appropriate action to ensure that the proposed "Puma Paper" is launched as a joint venture with the other interested regional or bilateral institutions.

RECOMMENDATION 10: The successful UNESCO Man and Biosphere Programmes (MAB) in the Latin American Region deserve greater support from bilateral and multilateral aid organizations.



International Legislation Relating to Conservation and  
Development of Cultural and Natural Heritage in the  
Latin American Region

A. International Conventions

1. The Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property  
(Illicit Trade in Cultural Properties)  
UNESCO Paris - November 1970
2. Convention on Wetlands of International Importance especially as Waterfowl Habitat  
(Wetlands Convention)  
Ramsar Iran - February 1979
3. Convention Concerning the Protection of World Cultural and Natural Heritage  
(World Heritage Convention)  
Paris - November 1972
4. Convention on International Trade in Endangered Species of Wild Fauna and Flora  
(CITES or Washington Convention)  
Washington - March 1973
5. Convention on Conservation of Migratory Species of Wild Animals  
(Migratory Species Convention or Bonn Convention)  
Bonn - June 1979

B. Regional Conventions

6. Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere  
(Western Hemisphere Convention)  
Washington - October 1940
7. Convention on the Protection of Archaeological, Historical and Artistic Heritage of the American Nations  
San Salvador - June 1976
8. The Treaty of Amazonian Co-operation  
Brasilia, Brazil - July 1978
9. The Caribbean Environmental Action Plan  
Montego Bay, Jamaica - April 1981  
(The Action Plan includes work on drafting a Caribbean Environmental Treaty)

C. General Assembly Resolutions

10. Immediately following the UNESCO General Conference adoption of the Convention Concerning the Protection of the World Cultural and Natural Heritage, on 16 November 1972, the UN General Assembly adopted Resolution 3026 A(XXVII) on 18 December 1972 on "Return or Restitution of Cultural Property to Countries of Origin". The General Assembly has adopted the following resolutions on the same item:

Resolutions

3148 (XXVIII) of 14 December 1973  
3187 (XXVIII) of 18 December 1973  
3391 (XXX) of 19 November 1975  
31/40 of 30 November 1976  
32/18 of 11 November 1977  
33/50 of 14 December 1978  
34/64 of 29 November 1979  
35/128 of 11 December 1980  
36/64 of 27 November 1981

Resolution 35/127 of 11 December 1980 on "Preservation and Further Development of Cultural Values, including the Protection, Restitution and Return of Cultural and Artistic Property".

Resolutions 35/7 of 30 October 1980 and  
36/6 of 27 October 1981:

On "Draft World Charter for Nature".

Resolutions 35/8 of 30 October 1980 and  
36/7 of 27 October 1981:

On "Historical Responsibility of States for the Preservation of Nature for Present and Future Generations".

Resolutions 35/74 of 5 December 1980 and  
36/192 of 17 December 1981:

On "International Cooperation in the Field of Environment".

Note: General Assembly Resolution 35/74, inter alia:

- (a) Took note of the International Conventions and Protocols in the Field of Environment (A/35/359);
- (b) Reaffirmed ECOSOC resolution 1980/49 of 23 July 1980 that environmental consideration should be viewed in the context of national plans and priorities and the development objectives of all countries, in particular the developing countries;
- (c) Endorsed UNEP Governing Council recommendations on interrelationship between resources, environment, people and development;
- (d) Welcomed launching in March 1980 of the World Conservation Strategy and urged all governments and international organizations to take it into account in developing their policies and programmes.



The Latin American Region: Ratification of International Conventions on Conservation of Natural  
and Cultural Heritage, 31 March 1981

Annex II

International Convention Programme  Country	Western Hemisphere Convention 1940	CITES 1973	Migratory Species 1979	Ramsar Wetlands 1971	World Heri- tage Con- vention 1972	Illicit Trade in Cul- tural Proper- ties 1970	IUCN Member			Protection of Cul- tural Property in the Event of Armed Conflict	
							State	State Agen- cies	NGO	Convention	Protocol
Argentina	x	x			x (1978)	x (1973)		2	3		
Bahamas									1		
Barbados									1		
Bolivia		x			x (1976)	x (1976)		2			
Brazil	x	x			x (1977)	x (1973)		5	4	x (1958)	x (1958)
Chile	x	x			x (1980)				3		
Colombia								1	2		
Costa Rica	x	x			x (1977)		x	1	5		
Cuba					x (1981)	x (1980)			1	x (1957)	x (1957)
Dominican Republic	x					x (1973)		2	1	x (1960)	
Ecuador	x	x			x (1975)	x (1971)	x		1	x (1956)	x (1961)
El Salvador	x					x (1978)		1			
Guatemala	x	x			x (1979)				2		
Guyana		x			x (1977)						
Haiti					x (1980)						
Honduras					x (1979)	x (1979)					
Mexico	x					x (1972)		1	2	x (1956)	x (1956)
Nicaragua	x	x			x (1979)	x (1977)				x (1959)	x (1959)
Panama	x	x			x (1978)	x (1973)		1		x (1962)	
Paraguay	x	x	x								
Peru	x	x				x (1979)			1		
Surinam		x									
Trinidad & Tobago								1	1		
Uruguay	x	x				x (1977)					
Venezuela	x	x					x	2	9		

Sources: IUCN letter of 19th October 1981 on CITES, World Heritage and Western Hemisphere Conventions and IUCN Membership.

UNESCO letter of 24th July 1981 (World Heritage Convention, Illicit Trade in Cultural Properties and Protection of Cultural Properties in the Event of Armed Conflict).



UNDP-Assisted Projects in Natural and Cultural Heritage Conservation  
and Management in the Latin American Region

Country	Project No.	Project Title and Date	Executing Agency	UNDP Contribution	Government Contribution	Others
Argentina	ARG-74-004	Assistance to the National Centre of Restoration of Works of Art (1974-77) <u>i/</u>	UNESCO	US\$ 80,000	US\$ 120,000	US\$ -
Belize	BZE-75-008	Forestry Development (07/77-01/82)	FAO	156,480	-	-
Bolivia	BOL-68-024	Cultural Tourism(11/68-03/72)	UNESCO	14,450	-	-
	BOL-78-004	Preservation of historic monuments of Potosi (1979/81) <u>i/</u>	UNESCO	150,000	56,956	20,000 (UNESCO)
Brazil	BRA-68-018	Cultural Tourism(11/68-12/72)	UNESCO	11,925	-	-
	BRA-71-012	Cultural Tourism (09/71-06/73)	UNESCO	37,400	-	-
	BRA-71-545	Forestry Development and Research in Brazil (01/71-04/77)	FAO	2,805,470	2,347,311	-
	BRA-76-027	Forestry Development and Research Phase II/A General Programme for Wildlife Management and Conservation (12/76-04/79)	FAO	770,766	4,340,909	-
	BRA-78-003	Forestry Development in Brazil (09/78-01/83)	FAO	1,056,920	1,490	-
Chile	CHI-66-526	Strengthening of the National Forestry Programme(06/66-10/80)	FAO	2,443,700	-	-
	CHI-76-003	Forestry Research & Development (04/77-01/84)	FAO	2,639,830	405,070	-
	CHI-77-008	Preparatory Assistance for the Study of the Flora and Fauna(1979/81)	UNESCO	13,090	-	-
	CHI-79-013	Preservation of Cultural Heritage, Archives and Museums(1980/81) <u>i/</u>	UNESCO	222,472	500,000	20,000 (UNESCO)
Colombia	COL-76-004	Museology (1978/79) <u>i/</u>	UNESCO	59,750	200,000	60,000(Others) <u>1/</u>

Country	Project No.	Project Title and Date	Executing Agency	UNDP Contribution	Government Contribution	Others
Costa Rica	COS-79-001	Apoyo a la Ejecucion de los Programas Forestales Prioritarios (05/80-01/84)	FAO	US\$ 884,040	US\$ -	US\$ -
Ecuador	ECU-68-013	Conservation of Natural Resources (11/68-10/76)	UNESCO	128,750	-	-
	ECU-71-527	Strengthening of the Forestry Service (09/73-07/77)	FAO	973,760	1,191,460	-
	ECU-77-005	Forestry Development(09/78-01/82)	FAO	94,800		
	ECU-80-009	Conservation of Cultural Heritage (from 1980 onwards) <u>i/</u>	UNESCO	40,000	182,032	25,000 (WHE)
El Salvador	ELS-73-004	Forestry Development and Watershed Management (10/73-02/78)	FAO	845,700	4,000,000	-
	ELS-74-004	National Network of Cultural Centres (08/74-10/77)	UNESCO	99,768	1,388,168	-
Haiti	HAI-79-002	Preservation and Presentation of Cultural Heritage and Archives (1971 - 1981) <u>i/</u>	UNESCO	81,615	30,000	20,000 (UNESCO)
	HAI-79-011	Preservation and Presentation of Historic Monuments; Citadelle, Palais Sans Souci, Ramiers (from 1979 onwards) <u>i/</u>	UNESCO	285,592	54,850	100,000 (UNESCO)
Mexico	MEX-68-023	Conservation of Culture Property (04/69 - 02/72)	UNESCO	51,000	-	-
Paraguay	PAR-72-001	Strengthening the Forestry Service (12/72 -01/79)	FAO	608,440	-	-
	PAR-76-005	Desarrollo Forestal(04/78-01/82)	FAO	996,110	2,159,300	-
	PAR-79-004	Management of National Parks and Wildlife (10/79 - 07/81)	FAO	30,661	5,436	-

Country	Project No.	Project Title and Date	Executing Agency	UNDP Contribution	Government Contribution	Others
Peru	PER-70-003	Restoration and Conservation of Historical Monuments(04/70-06/71)	UNESCO	US\$ 2,250	US\$ -	US\$ -
	PER-71-018	Restoration of Historical Monuments in Earthquake Zone(08/71-01/72)	UNESCO	11,500	-	-
	PER-71-539	Restoration of Monuments in the Area of Cuzco-Puno(1972/1981) <u>i/</u>	UNESCO	1,330,432	14,754	100,000 (UNESCO) 1,088,000 (IDB) 100,000 (OAS)
	PER-77-077	Restoration of San Francisco de Lima (from 1978 onwards) <u>i/</u>	UNESCO	111,442	27,883	50,000 (UNESCO) 265.000(Others) <sup>2/</sup>
Santa Lucia	STL-74-012	Cultural Activities(05/75-01/79)	UNESCO	41,450	5,333	-
Trinidad and Tobago	TRI-72-011	Establishment of an Institute of Marine Affairs(06/74-01/83)	UN	1,381,219	444,375	-
Venezuela	VEN-72-019	Forestry Development in the Guayana Region (03/74-01/80)	FAO	386,600	981,300	-
Regional Projects	RLA-68-521	Latin America Centre for the Study of the Conservation and Restoration of Cultural Property, Mexico City (09/68 - 02/78)	UNESCO	231,231	-	-
	RLA-72-028	Management of Wildlands for Environmental Conservation (07/73 - 07/77)	FAO	289,996	-	-
	RLA-72-047	Restoration of Cultural Property and Development of Handicrafts to promote tourism(06/72-03/76)	UNESCO	360,817	140,525	-
	RLA-78-018	Preservation of Cultural Heritage of Central America(1978/80) <u>i/</u>	UNESCO	196,400	100,000 <u>a/</u>	60,000 (UNESCO) 4,000 (UNDRO) 50,000 (OAS)

Country	Project No.	Project Title and Date	Executing Agency	UNDP Contribution	Government Contribution	Others
Regional Projects	RLA-72-011) RLA-74-002)	Andean Cultural Heritage <sup>i/</sup> (1972/75)	UNESCO	US\$ 313,397)	US\$	US\$ 20,000 (UNESCO)
	RLA-76-002	(1976/78)	UNESCO	670,324)	2,100,000 <sup>b/</sup>	50,000 (UNESCO)
	RLA-79-005	(1979/81)	UNESCO	1,218,246)		50,000 (UNESCO)
						50,000 (OAS)
						5,000 (UNDRO)
						2,000 (UNICEF)
						510,000 (Others) <sup>3/</sup>
			Total:	22,127,793	20,797,152	2,649,000

Source: UNDP Compendiums 1972, 1978, 1980 and 1981, except otherwise indicated.

<sup>i/</sup> Source: Data provided by UNESCO

<sup>1/</sup> Other sources: Andres Bello and Instituto Italo Latinamericano.

<sup>2/</sup> Other Sources: German Catholic Organization, Spanish Government and Private Donors.

<sup>3/</sup> Other sources: Inst. Italo Latinamericano, Convenio A. Bello, Bank Wiese (Peru), Fulbright Foundation and Banco Central Ecuador.

<sup>a/</sup> Participating Countries: Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama

<sup>b/</sup> Participating Countries: Argentina, Bolivia, Brazil, Colombia, Chile, Ecuador, Panama, Peru, Uruguay and Venezuela.

UNESCO/World Heritage Fund (WHF)-Assisted Projects in Natural and Cultural Heritage Conservation  
and Management in Latin America (Compiled from data provided by UNESCO)

Country	Project No.	Project Title and Date	Executing Agency	WHF Contribution (US\$)	Government Contribution (US\$)
Guatemala	WHC Identification No.65-3	Emergency assistance for consolidation work in Antigua (8/79-6/80)	UNESCO	50,000	Salaries of local experts
Ecuador	-	Training seminar on management of conservation areas held on the Galapagos Islands (1979)	UNESCO	11,000	4,500
Panama	WHC Identification No.135-1	Conservation work at "Castillo y Fuerte de San Lorenzo del Real" (from 6/81)	UNESCO	53,000	34,200 + loan of the IBRD 458,000
Ecuador	WHC Identification No.2-1	Restoration work in the Historic Centre of Quito (from mid-1981)	UNESCO	50,000	U.S.1,000,000
Guatemala	WHC Identification No.64-3	Emergency assistance for Conservation work in Tikal (from 7/1981)	UNESCO	66,000	Salaries of local experts
Guatemala	-	Preparatory assistance for consultation work in Tikal - 2 experts (End 1981)	UNESCO	22,000	Salaries of local personnel
Honduras	-	Preparatory assistance for preparation of management plan for Copan (1981)	UNESCO	12,000	Not indicated. Part of a two phase restoration programme
Ecuador	-	Purchase of equipment for the protection of the Galapagos Islands - T.C. (1981)	UNESCO	49,000	The Government entirely finances the Galapagos National Park Services

Note: Since 1976 an annual amount of US\$55,000 has been provided out of UNESCO's Regular Budget for the identification and proper management of biosphere reserves (\$8,000 for consultant missions, \$10,000 for preparation of management plans, \$12,000 for equipment, \$10,000 for meetings of specialists, \$15,000 for training).





Alternative Categories for the Management and Development of Natural  
and Cultural Resources to Achieve Primary Conservation Objectives\*

Primary Conservation Objectives	Alternative Categories for the Management of Wildlands											
	National Park I	Natural Monument II	Biological or Scientific Reserve III	Wildlife Sanctuary or Refuge IV	Resource Reserve V	National Forest VI	Wildlife Utilization Area VII	National Recreation Area VIII	Cultural Monument IX	National River X	Parkways XI	Easement or Limited Use Areas XIII
To conserve sample ecosystems in a natural state	1	1	1	3	3	3	3	3	3	1	2	3
Conserve ecological diversity, environmental regulation	1	1	1	1	1	1	2	2	3	1	2	2
Conserve genetic Resources	1	1	1	1	3	2	2	3	3	2	3	3
Provide education, research and environmental study areas	1	1	1	1		2		2	1	1	2	
Conserve hydrological production	2	3	2	2		1	2	2	3	3	2	2
Control erosion, sedimentation and protect downstream works	2	3	2	2		1	2	2	3	1	3	3
Produce fauna protein, hunting and sport fishing						1	1	3		3		
Provide recreation and tourism services	1	2		3		1	3	1	2	1	1	2
Produce wood and forage on a sustained yield basis						1						3
Protect sites and objects of cultural, historic and archaeological significance	1	3				2		3	1	3	1	
Protect and conserve scenic beauty and green areas	1	1		2		2	2	1	2	1	1	2
Maintain open options, flexibility of management and multiple use					1	1						
Encourage rational use of marginal lands and integral development	2	2		2		1	1	2	3	2	2	2
1 Primary objective for the management of the area and its resources. 2 Not necessarily primary, but always included as an important objective. 3 Included as an objective where the resources and other management objectives so permit												

\* Derived from:

Thelen, K.D.; Miller, K.R. 1976. Planificación de sistemas de áreas silvestres. Documento Técnico de Trabajo No. 16  
 FAO/RLAT/TF199. Corporación Nacional Forestal, Santiago, Chile. 63 pp.



Declaration of Environmental Policies and Procedures  
Relating to Economic Development

WHEREAS, economic and social development is essential to the alleviation of major environmental problems by providing for an integral relationship between societies and their environment, realizing also that economic development and social goals should be pursued in such a manner as to avoid or minimize environmental problems peculiar to it,

RECOGNIZING that, the major environmental problems of the developing countries are not necessarily of the same nature as those of developed countries in that they are problems which often reflect the impacts of poverty which not only affects the quality of life but life itself,

CONVINCED, that in the long run environmental protection and economic and social development are not only compatible but interdependent and mutually reinforcing,

ACKNOWLEDGING, that the need for environmentally sensitive and responsible development has become more important and urgent in light of increasing population and concomitant pressures on the earth's resources and life-supporting ecological systems in some areas,

ACKNOWLEDGING, the sovereign right of governments to determine their own priorities and development patterns,

RECALLING, that the States which adopted the declaration of the United Nations Conference on the Human Environment (Stockholm, 1972) stated their common conviction (Principle 25) that they will ensure that the international organizations play a co-ordinated, efficient and dynamic role in the protection and improvement of the environment,

CONSIDERING, furthermore, that international development assistance institutions have, along with their Member governments, a responsibility to ensure the sustainability of the economic development activities financed by them,

THEREFORE, the undersigned declared that they:

I. REAFFIRM their support for the principles and recommendations for action of the United Nations Conference

II. WILL, to the best of their abilities, endeavour to:

1. INSTITUTE procedures for systematic examination of all development activities, including policies, programmes and projects, under consideration for financing to ensure that appropriate measures are proposed for compliance with section 1 above;

2. ENTER into co-operative negotiations with governments and relevant international organizations and agencies, to ensure integration of appropriate environmental measures in the design and implementation of economic development activities;

3. PROVIDE technical assistance, including training, on environmental matters to developing countries, at their request, thus developing their indigenous capacity, and facilitating technical co-operation between developing countries.

4. GIVE active consideration and, if appropriate, support project proposals that are specially designed to protect, rehabilitate, manage or otherwise enhance the human environment, the quality of life, and resources thereto related;

5. INITIATE and/or otherwise co-operate in research and studies leading to improvement of project appraisal, implementation and evaluation methodologies, including cost-benefit analysis, of environmental protection measures;

6. SUPPORT the training and informing of operational staff in the environmental dimension of economic development;

7. PREPARE, publish and disseminate documentation and audio-visual material providing guidance on the environmental dimension of economic development activities.

Adopted at New York on 1 February 1980.

The African Development Bank

Kwame Donkor Fordwor  
President

The Arab Bank for Economic Development in Africa

Chadi Ayari  
President

The Asian Development Bank

Taroichi Yoshida  
President

The Caribbean Development Bank

William Demas  
President

The Inter-American Development Bank

Antonio Ortiz Mena  
President

The World Bank

Robert S. McNamara  
President

The Commission of the European Communities

Roy Jenkins  
President

The Organization of American States

Alejandro Orfila  
Secretary-General

The United Nations Development Programme

Bradford Morse  
Administrator

The United Nations Environment Programme

Mostafa K. Tolba  
Executive Director

International Tourism in the Latin American Region

Country	Tourist	Arrivals	Tourist	Receipts (million US\$)
	1970	1979	1970	1979
Argentina	694,900	1,350,000	74	213
Bahamas	1,298,300	1,176,100	233	509
Barbados	68,400	316,300	32	83
Bolivia	11,100	202,900	3	35
Brazil	194,200	764,200	30	108
Chile	168,700	258,000	50	84
Colombia	161,700	826,300	54	295
Costa Rica	202,300	340,400	22	71
Dominican Rep.	221,800	304,400	16	109
Ecuador	52,700	228,900	9	50
El Salvador	137,800	293,100	9	23
Guatemala	171,600	415,600	12	105
Jamaica	309,100	381,800	96	148
Haiti	67,600	112,000	7	37
Panama	155,300	390,000	78	146
Mexico	2,250,200	3,636,600	1,171	1,117
Peru	133,500	247,600	52	126
Trinidad and Tobago	86,900	190,000	24	91
Uruguay	567,300	713,400	43	66
Venezuela	117,000	783,700	50	261

Source: UN World Statistics in Brief, 1981.

Population Pressure on Land in Latin America and the Caribbean

Country	Area (km <sup>2</sup> )	Population	Density (pers/km <sup>2</sup> )	Population Growth(%)	No.of years pop.to double
1	2	3	4	5	6
Argentina	2,766,889	26,729,000	10	1.3	52
Bahamas	13,935	224,000	16	3.9	25
Barbados	431	251,000	661	0.2	130
Bolivia	1,098,581	5,425,289	5	2.7	28
Brazil	8,511,965	118,645,400	14	2.8	24
Chile	756,945	10,917,465	17	1.9	39
Colombia	1,138,914	26,360,152	22	2.8	22
Costa Rica	50,700	2,192,911	42	2.6	25
Cuba	114,524	9,852,000	85	1.6	33
Dominica	751	79,000	107	1.1	-
Dominican Republic	48,734	5,275,410	117	2.9	21
Ecuador	283,561	8,146,100	28	3.4	21
El Salvador	21,393	4,663,000	214	2.6	22
Grenada	344	98,000	313	0.4	-
Guatemala	108,889	7,045,800	63	2.0	24
Guyana	214,969	865,000	4	1.9	32
Haiti	27,750	4,918,695	199	1.7	28
Honduras	112,088	3,563,823	31	3.3	20
Jamaica	10,962	2,162,000	194	1.7	46
Mexico	1,972,546	69,381,104	33	3.5	21
Nicaragua	130,000	2,409,584	17	3.5	21
Panama	75,650	1,881,400	24	3.1	25
Paraguay	406,752	2,973,493	7	2.9	22
Peru	1,285,216	17,293,083	13	2.8	24
Saint Lucia	616	113,000	181	1.6	-
Surinam	163,265	381,000	3	3.2	-
Trinidad & Tobago	5,130	1,127,000	234	1.0	64
Uruguay	176,215	2,878,290	16	1.2	60
Venezuela	912,050	13,515,063	15	3.1	24

Source (a) Data on Area and Population were compiled from Descriptive Map of the United Nations (No.3105, July 1980, No.2753, 1974).

(b) Data on Population Density (4) and Growth rates (5) were compiled from "Strategy for Training in Natural Resources and Environment ... in Latin America and the Caribbean (WWF-US, Washington, 1980), page 25.