



OLACEFS

ORGANIZATION OF LATIN AMERICAN AND CARIBBEAN
SUPERIOR INSTITUTIONS



PROTECTED AREAS

LATIN AMERICA



COORDINATED AUDIT

EXECUTIVE SUMMARY

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COMTEMA - OLACEFS, 2015



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The evaluation of the coordinated audit on Latin-American protected areas, which supported the preparation of this summary, was produced taking into account the audit reports and other information from the participants of the Coordinated Audit. Other information may be obtained on the websites of the participant Supreme Audit Institutions:

Argentina • www.agn.gov.ar
Bolivia • www.contraloria.gob.bo
Brazil • www.tcu.gov.br
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Organization of Latin American and Caribbean Supreme Audit Institutions.

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32 p. : il. color. – (Executive Summary)

The coordinated audit on protected areas is the result of partnership between Federal Court of Accounts (TCU/Brazil) and eleven SAIs from Latin America: Argentina, Bolivia, Colombia, Costa Rica, Ecuador, El Salvador, Honduras, México, Paraguay, Peru and Venezuela.

1. Audit. 2. Protected area (PA). 3. Environmental governance. 4. Environmental Management. I. Title. II. Series.

Catalogued by Biblioteca Ministro Ruben Rosa

Presentation

Dear Reader:

It is with great satisfaction that we present the results of the audit coordinated by the Federal Court of Accounts (TCU) and by the General Comptroller of the Republic of Paraguay (CGR) in the protected areas of Latin America.

It is a joint effort carried out under the purview of the Special Technical Commission on the Environment (COMTEMA) of the Organization of Latin American and Caribbean Supreme Audit Institutions (OLACEFS), which included twelve Supreme Audit Institutions (SAI) from the following countries: Argentina, Bolivia, Brazil, Colombia, Costa Rica, Ecuador, El Salvador, Honduras, Mexico, Paraguay, Peru and Venezuela.

On that opportunity, with the support of the representatives of the Audit Institutions and the effort of the technical teams, it was possible to evaluate, in a standardized manner, 1120 protected areas, which allowed the development of an unprecedented diagnostic of the public biodiversity conservation policies in the region.

In order to analyze the governance of the protected areas TCU has created Indimapa, a method for the Evaluation of the Implementation and Management of the Protected Areas. This georeferenced tool utilizes indicators and indexes, which are visualized on maps, also allowing the protected areas to be classified into three ranges: red, yellow and green, corresponding to a low, medium and a high level of the implementation and the management, respectively.

Thus, society and the National Audit Institutions will be able to follow the evolution of the management of public environmental heritage represented by the protected areas based on the results of the coordinated audit.

Finally, I must highlight that SAIs, by carrying out joint evaluations, promote the compliance of the international commitments and encourage the improvement of environmental governance towards sustainable development.

I wish you all a good read!



**MINISTER AROLDO
CEDRAZ DE OLIVEIRA**

President of the Federal
Court of Accounts (TCU)

President of OLACEFS

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Introduction



Protected areas

Protected Areas (PAs) are created due to relevant natural characteristics, with defined geographical boundaries, and as a response to the need to conserve biodiversity.

The United Nations Convention on Biological Diversity (CBD) recognizes these areas as a worldwide strategy for the conservation of biodiversity. In this sense, the international commitment establishes protection goals for terrestrial and coastal areas, which must be met through the implementation of ecologically representative protected areas systems, that must be managed in an effective manner.

Beyond the conservation of biological diversity, other objectives are set for PAs for the utilization of the economical and social potential of these territories,

which requires an effective implementation and good management of these areas. With this perspective, the audit coordinated by the SAIs of Brazil (TCU) and Paraguay (CGR) analyzed if the terrestrial protected areas of Latin America possess the institutional, normative and operating conditions to achieve the purposes for which they were created.

Because of this joint effort, it was possible to evaluate, in a standardized manner, 1120 PAs, resulting in an unprecedented diagnostic of the environmental public heritage represented by the Latin American protected areas.

As such, this publication consolidates the evaluation conducted by the 12 Supreme Audit Institutions and shows the main weaknesses and opportunities for improvement in the governance of the public policy for the conservation of biodiversity.

Coordinated audit

Coordinated audits have been carried out by the Supreme Audit Institutions as a tool for contributing towards the improvement of management and governance in the public sector. In this manner, the coordinated auditing activities are presented as an alternative to spur an improvement of public policies, especially those regarding environmental matters that, being transversal and cross-border, require the execution of joint efforts involving different regions and countries. In this context, coordi-

nated auditing emerges in protected areas, borne of the partnership between the Federal Court of Accounts (TCU) and eleven SAIs from Latin America: Argentina, Bolivia, Colombia, Costa Rica, Ecuador, El Salvador, Honduras, Mexico, Paraguay, Peru and Venezuela.

This work counted on the participation of the Special Technical Committee on the Environment and of the Capacity Building Committee (CBC) in the ambit of the Organization of Latin American and Caribbean Supreme Audit Institutions (Olacefs).

Results

of the coordinated audit

Evaluation of Aichi Target 11

The starting point of the joint effort was the evaluation of the compliance, by the national governments, of the accord established by Aichi Target 11 in the realm of United Nations Convention for Biological Diversity (CDB).

As such, the audit sought not only to determine to which extent the international target has been met by each participant country, but also to carry out a systemic analysis of the protected areas (PAs) in the context of Latin America.

Quantitative aspect of Target 11

Target 11 of CDB Aichi determines, up to 2020, quantitative and qualitative objectives for the 193 signing countries. The quantitative portion of the treaty defines conservation percentages for the protected areas: 17% for continental areas and 10% for coastal areas in each nation.

In accordance with the data on the United Nations' list of protected areas, the percentage of coverage reached in 2014 in the world was of 15.4% for continental areas and 8.4% for national coastal regions.

Evaluating the quantitative aspect of Target 11, the coordinated audit on the protected areas found values close to those proposed by the UN. The research indicated that the average in the 12 Latin American countries was of 16.2% for the continental portion of the goal.

From this data, it is possible to observe a great disparity in the percentage of terrestrial protected areas in the countries participating in the coordinated audit. However, most countries, 8 out of 12 (Brazil, Bolivia, Costa Rica, Ecuador, El Salvador, Honduras, Paraguay and Venezuela), are in a good position in relation to the quantitative aspect of the target 11 regarding continental areas.

On the other hand, in relation to the coastal portion, according to the national reports for CBD, some countries are far from reaching the established goal, such as Brazil, with only 1,5% of coastal protected areas. This panorama indicates the need for a greater effort from the national governments in the establishment of coastal areas.



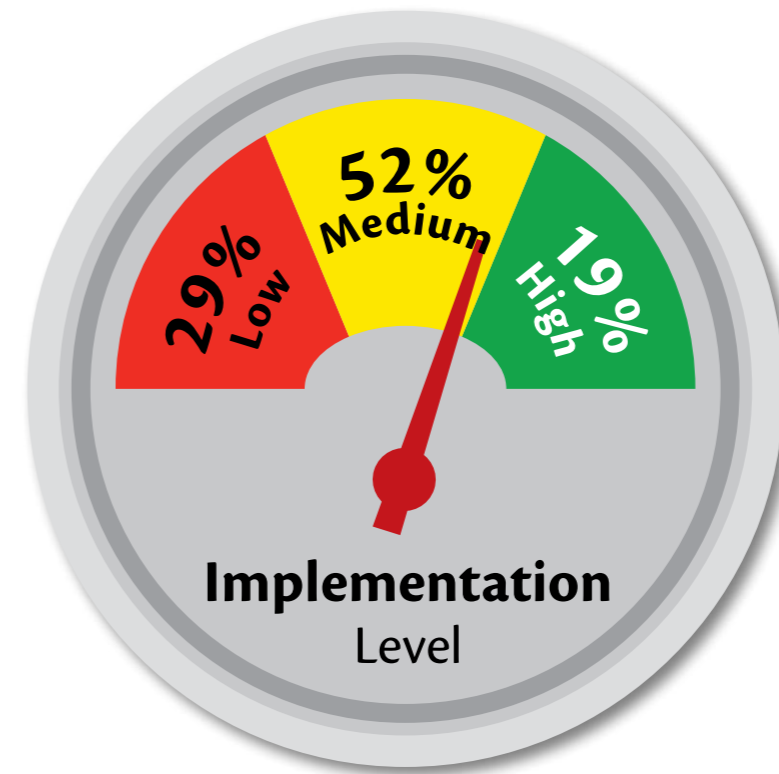
Aichi Target 11 evaluation

Country	Land area (km ²)	Number of protected areas (PA)	Land protected areas (km ²)	Land protected areas percentage
Argentina	2,791,810	436	215,150	7.7%
Bolivia	1,098,581	130	255,666	23.3%
Brazil	8,515,767	1,966	1,460,918	17.2%
Colombia	1,141,748	633	141,851	12.4%
Costa Rica	51,100	168	13,286	26.0%
El Salvador	21,041	72	5,260	25.0%
Ecuador	256,370	50	51,106	19.9%
Honduras	112,492	91	31,086	27.6%
Mexico	1,964,375	176	206,681	10.5%
Paraguay	406,752	91	83,378	20.5%
Peru	1,285,216	79	185,506	14.4%
Venezuela	1,075,987	400	390,458	36.3%
Total	18,721,239	4,292	3,040,346	16.2%

Qualitative aspect of Target 11

Regarding the qualitative aspect of Aichi Target 11, the international commitment determines that protected areas should be managed in an effective manner in order to achieve the established goals for these territories. Thus, good management becomes relevant for the complete achievement of the many objectives for the protected areas, specially the conservation of biodiversity.

In this sense, the challenge for the coordinated audit was finding a method to allow the 12 SAIs to analyze the goal qualitatively. Thereupon, a solution emerged with the creation of Indimapa by TCU, a product that allowed the standardized evaluation of the management of the PAs in the countries of Latin America.



The evaluation by the SAIS through Indimapa indicates that almost 30% of the 1120 PAs (328 out of 1120 PA) are on the lowest level of management, while 19% of these Latin American territories are on a high level of implementation and management. Also, the consolidated results of the evaluation demonstrate that over half of the protected areas show a medium level of implementation and management.

Next page brings the explanation for the Indimapa method and how these results were obtained.

Indimapa

Indimapa is an instrument for the evaluation of the protected areas (PAs) on the Latin American continent. This tool uses indexes and indicators to assess the implementation and the management of the protected areas. Then, it communicates the results for all 1120 evaluated PAs in a georeferenced manner, through maps.

The instrument was based on two internationally recognized tools: Rapid Assessment and Prioritization of Protected Areas Management (RAPPAM) and Management Effectiveness Tracking Tool (METT).

Indimapa utilizes radar charts to provide a multidimensional view of the results of the evaluation. This way, considering up to 13 indicators for each PA, the method provides individualized data that aids in the identification of strengths and weaknesses in the management of these territories.

For each aspect of management, there is an indicator to demonstrate the achievement level of the corresponding goal. Every indicator uses the same scale, ranging from 0 to 3 points. Zero corresponds to a null level of achievement for the objective, while three corresponds to the full achievement of the analyzed objective.

Thusly, the global results of the evaluation of the 1120 protected areas are visualized through the radar chart, which presents the averages obtained for each indicator, according to the picture.

In order to communicate the results in a consolidated way, in addition to the indicators, an implementation index was created for each protected area. The results from the indexes allows for the classification of the PAs in three ranges: red, yellow and green, corresponding to the low, medium and high levels of implementation and management, respectively.

As such, Indimapa serves as an individualized diagnostic tool for each PA and acts as a more accessible communication mechanism of the audit results, which allows the various involved actors to monitor the evolution of management in these territories.

Therefore, the application of indimapa in the coordinated audit allowed for the systematization of the information generated by the 12 SAIs in a single document. This provides a panorama of the public biodiversity conservation policy in Latin America, serving as a subsidy

for decision-making and helping to improve environmental governance.

Next, the maps of Latin America and of the 12 countries are presented, with the results of the application of Indimapa in the coordinated audit.

Results

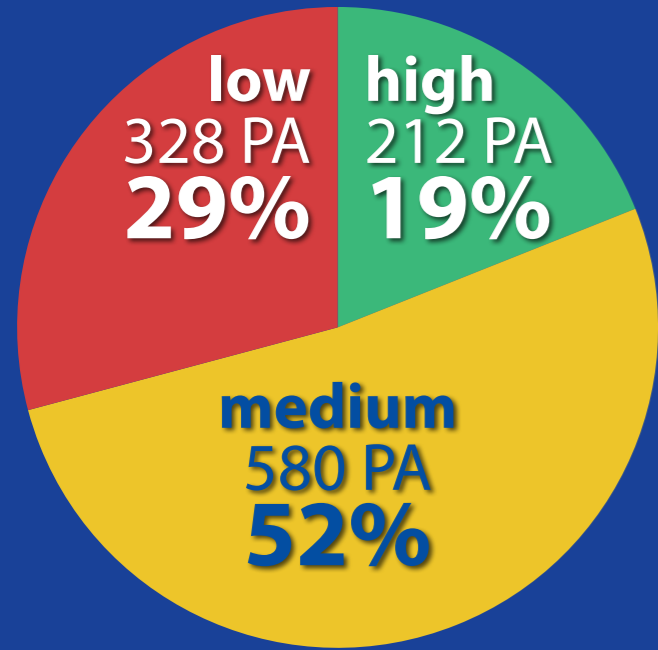
Indicators		
G	1.30	Management Plan
H	1.65	Human Resources
\$	1.38	Financial resources
E	1.71	Administrative structures
T	1.55	Territorial consolidation
F	1.67	Environmental inspection
P	1.46	Research
B	1.06	Biodiversity monitoring
C	1.18	Managing council
M	1.37	Community management
U	0.91	Public use
N	1.43	Concessions
L	0.89	Articulation in the PA



Cuenca del Lago de Yojoa Multiple Use Management Area, Honduras. Suiseisekiryu. Public domain.

INDIMAPA 2014 LATIN AMERICA

implementation and management index



1120 PA



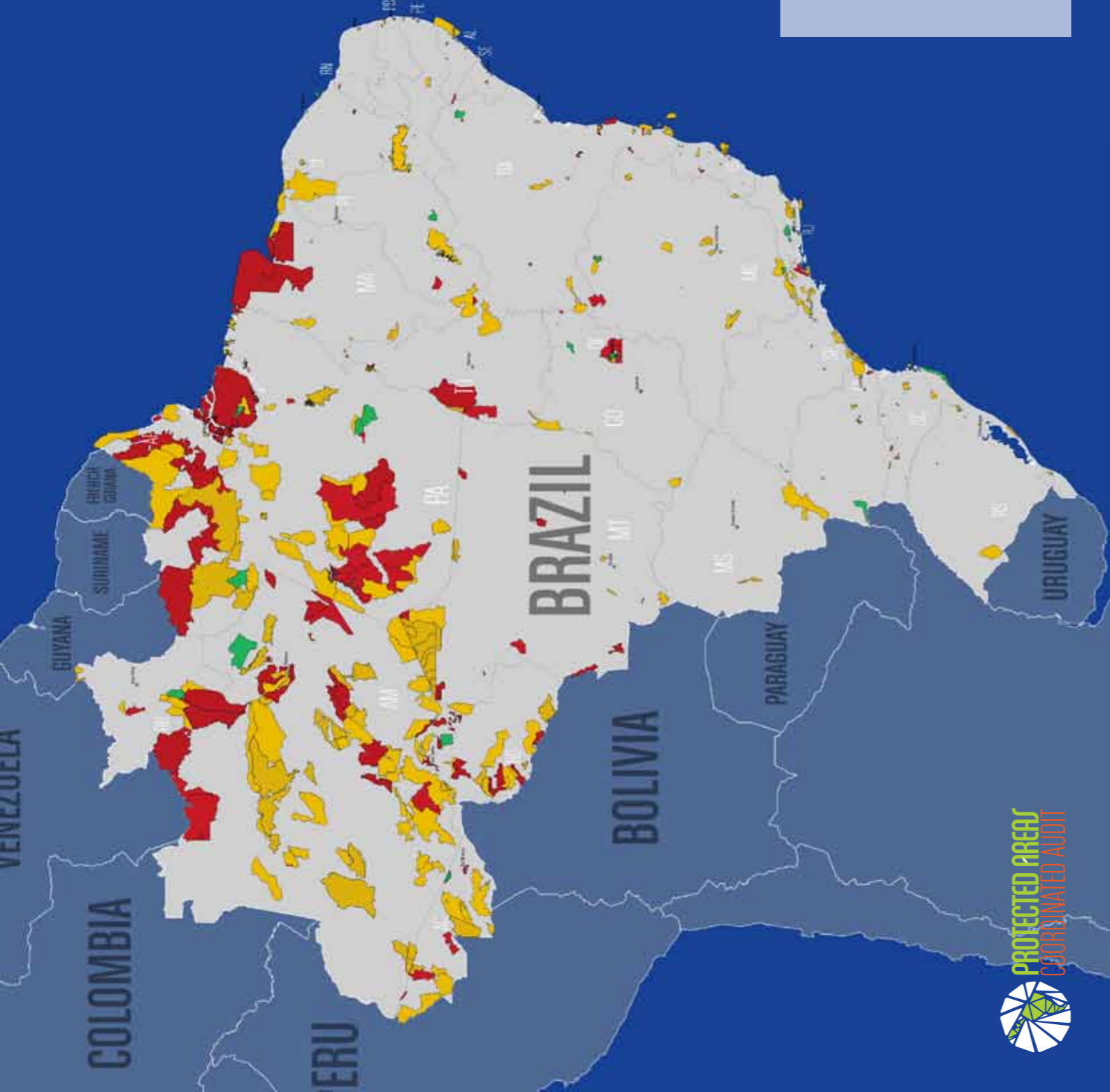
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implementation and management index

BRAZIL



Key

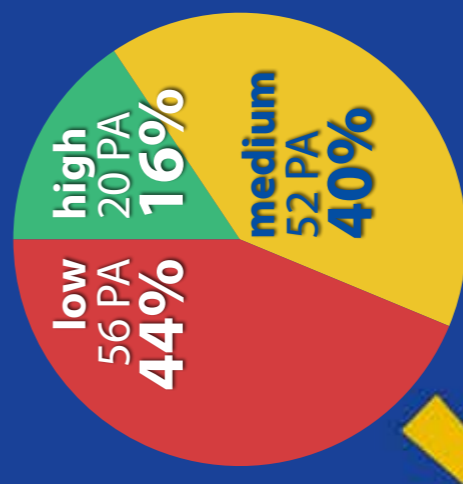
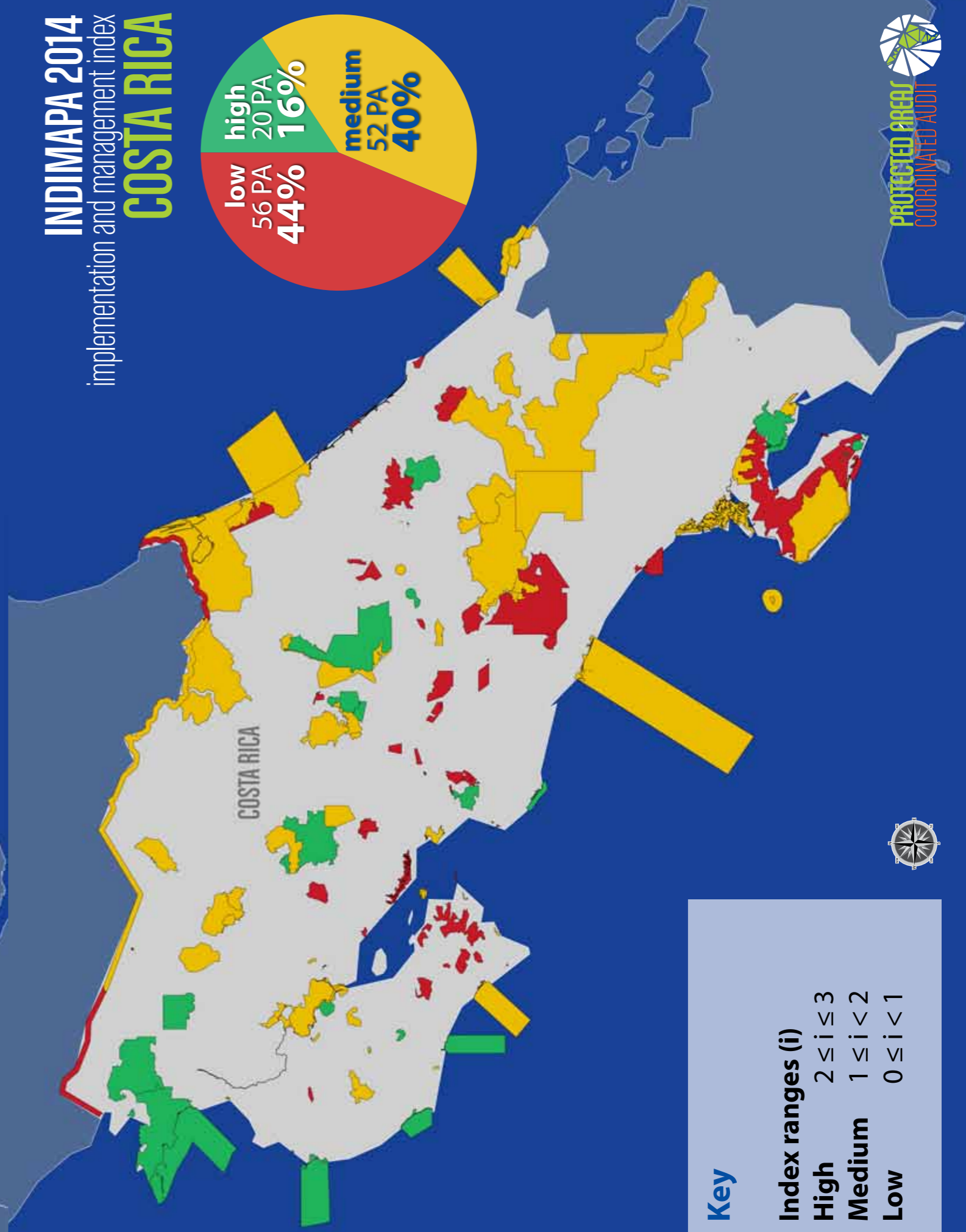
Index ranges (i)

- High $2 \leq i \leq 3$
- Medium $1 \leq i < 2$
- Low $0 \leq i < 1$

INDIMAPA 2014

implementation and management index

COSTA RICA



Key

Index ranges (i)

- High $2 \leq i \leq 3$
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- Low $0 \leq i < 1$



INDIMAPA 2014


implementation and management index

ECUADOR

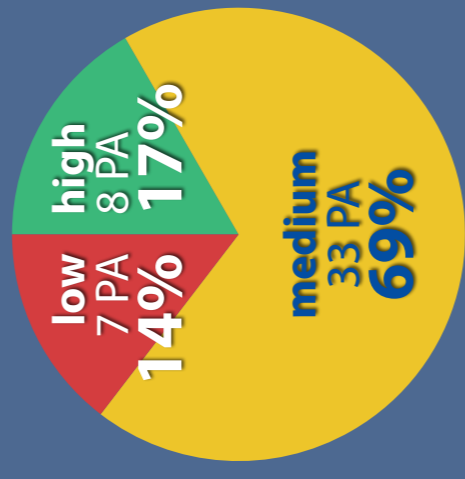
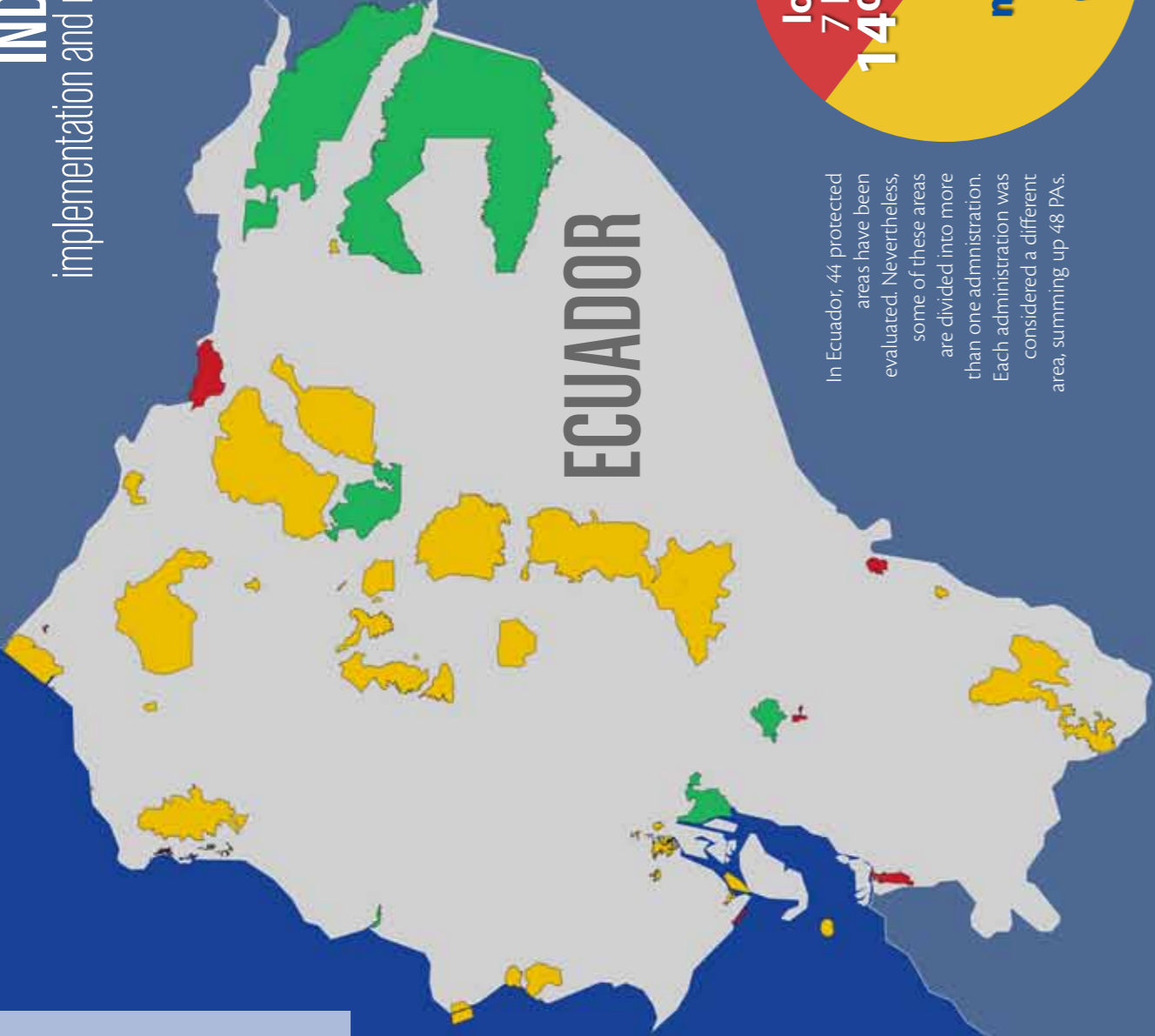
Key

Index ranges (i)

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Medium	$1 \leq i < 2$
Low	$0 \leq i < 1$




ECUADOR



In Ecuador, 44 protected areas have been evaluated. Nevertheless, some of these areas are divided into more than one administration. Each administration was considered a different area, summing up 48 PAs.



INDIMAPA 2014


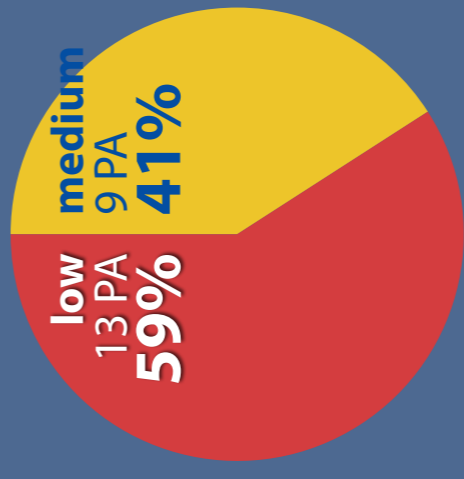
implementation and management index

EL SALVADOR

Key

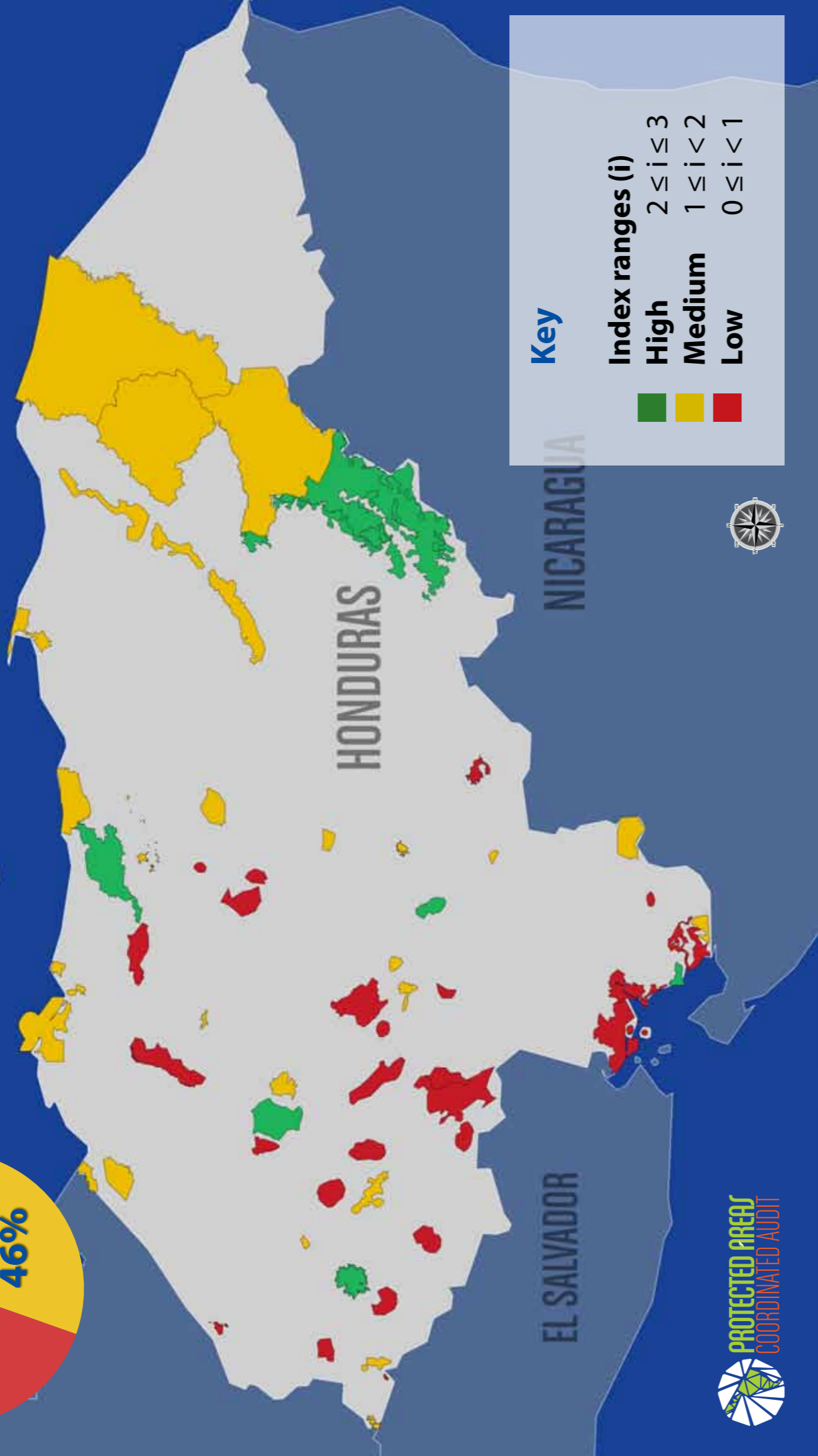
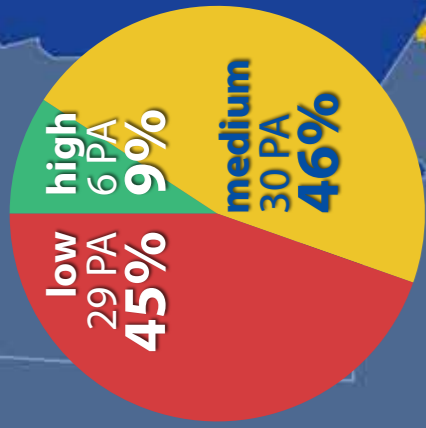
Index ranges (i)

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EL SALVADOR

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implementation and management index
HONDURAS

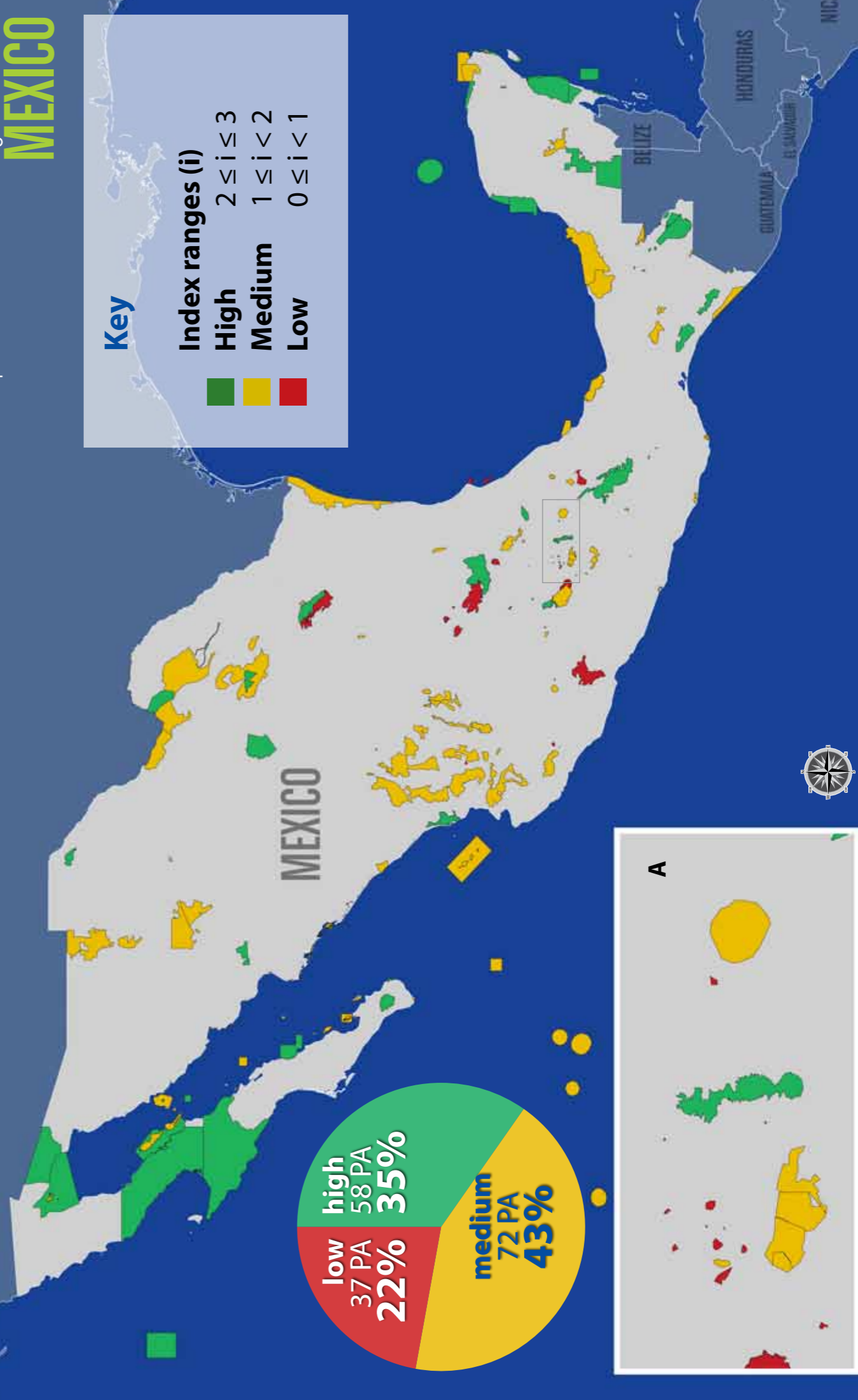
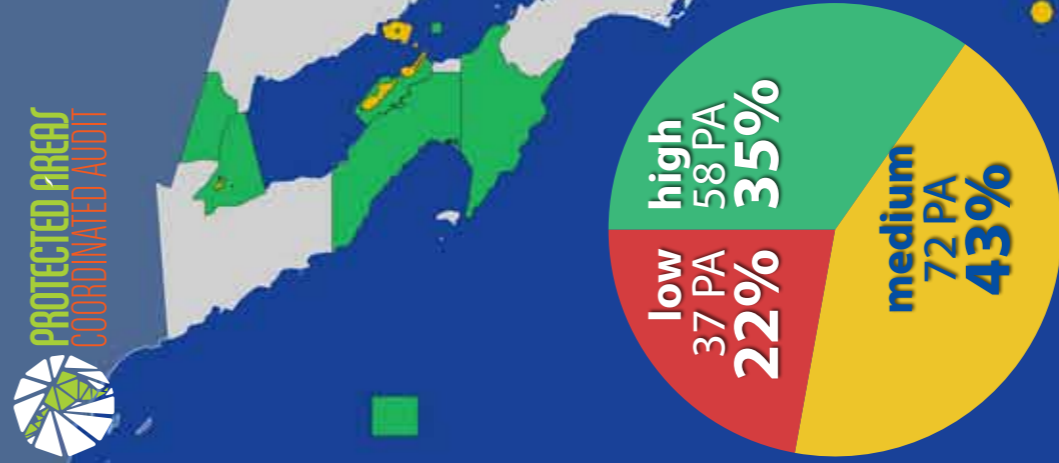


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 - Medium $1 \leq i < 2$
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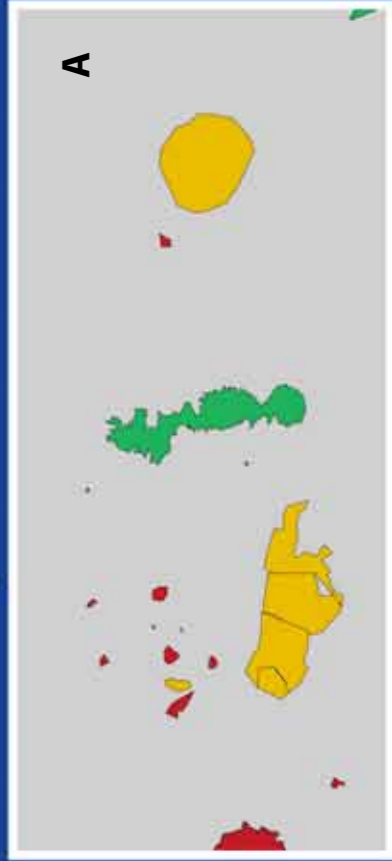
INDIMAPA 2014
implementation and management index
MEXICO

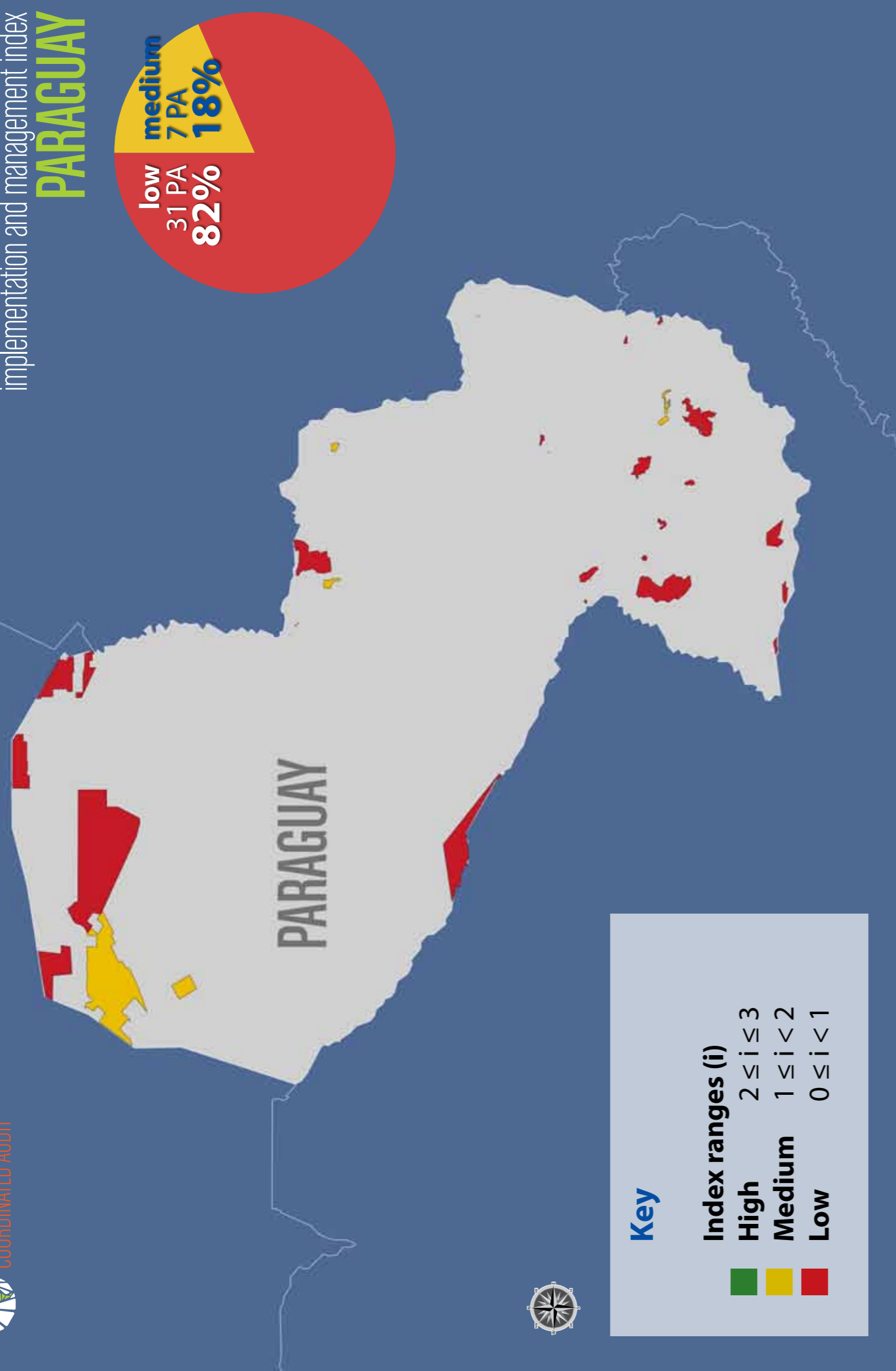


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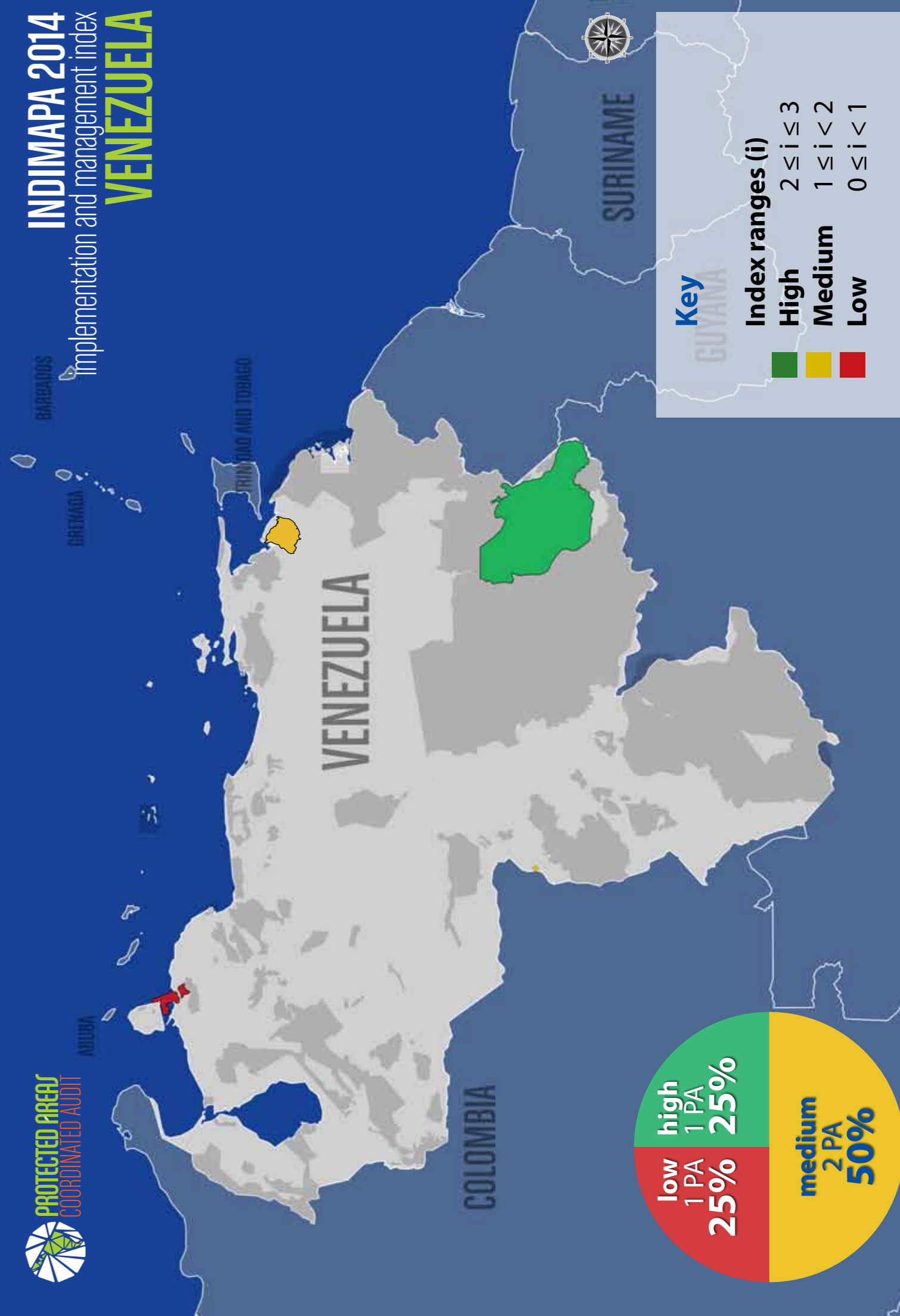
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Key

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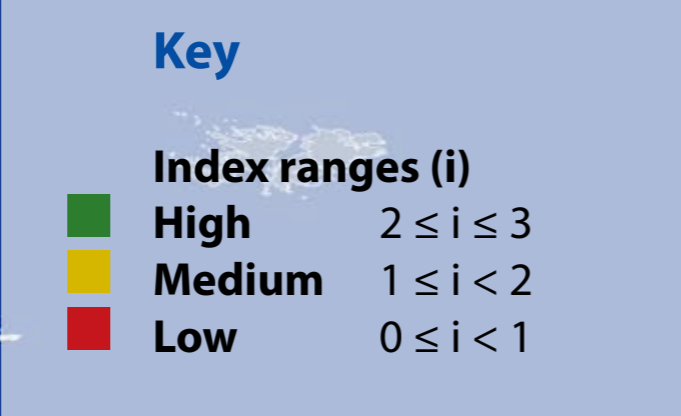
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implementation and management index

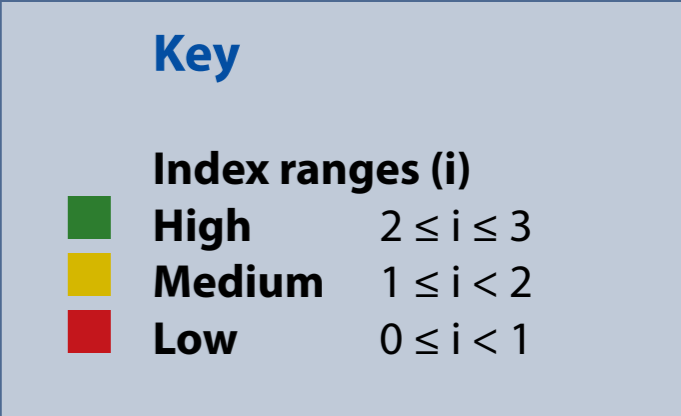
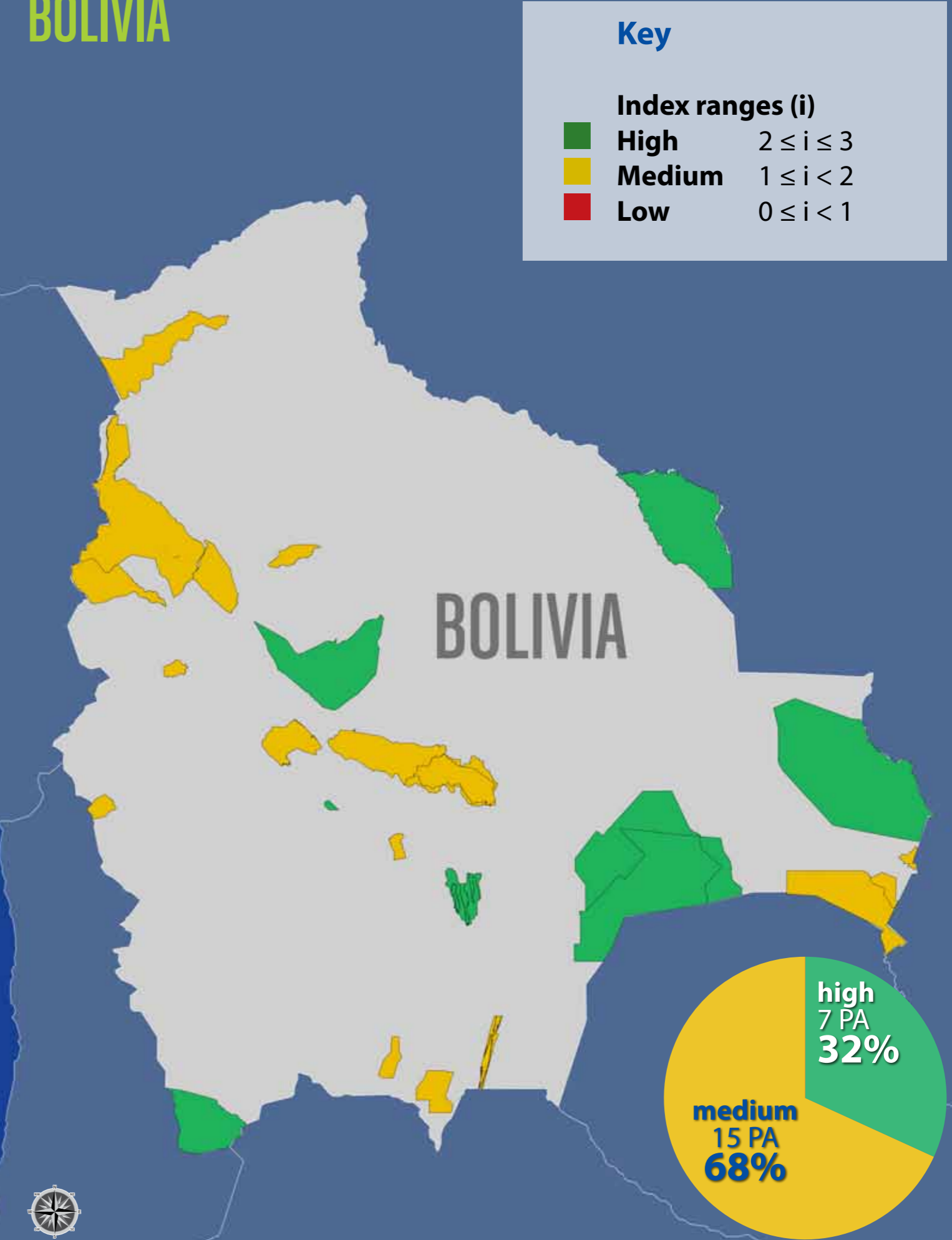
ARGENTINA



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implementation and management index

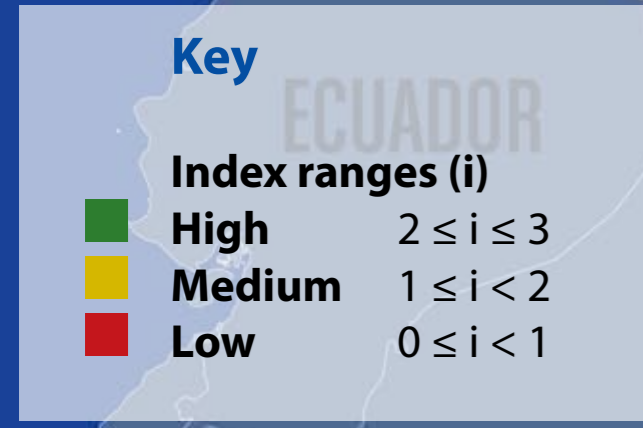
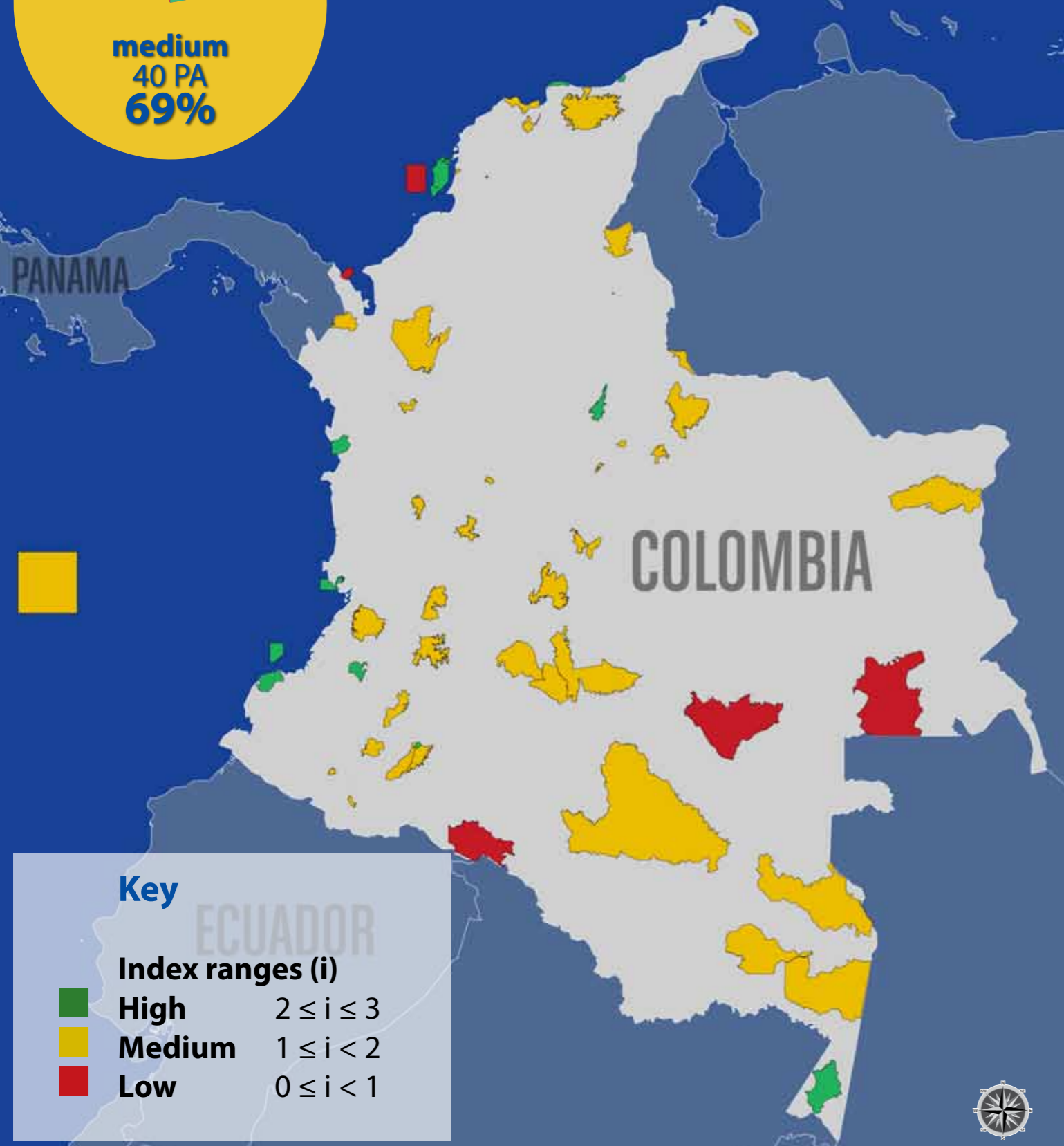
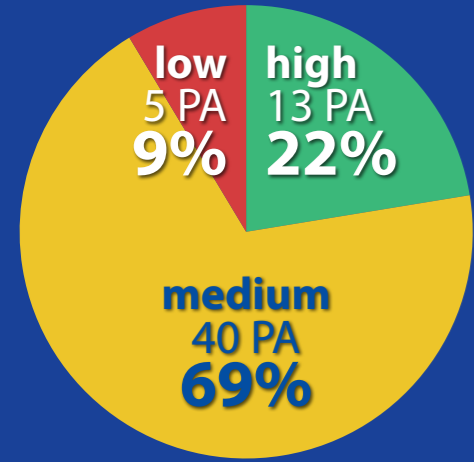
BOLIVIA



INDIMAPA 2014

implementation and management index

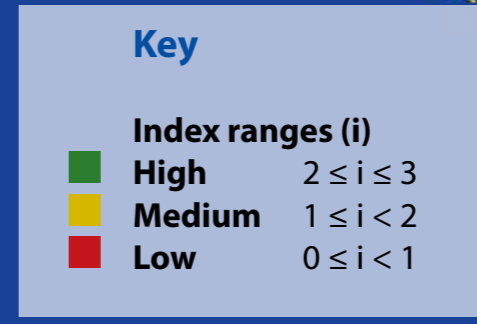
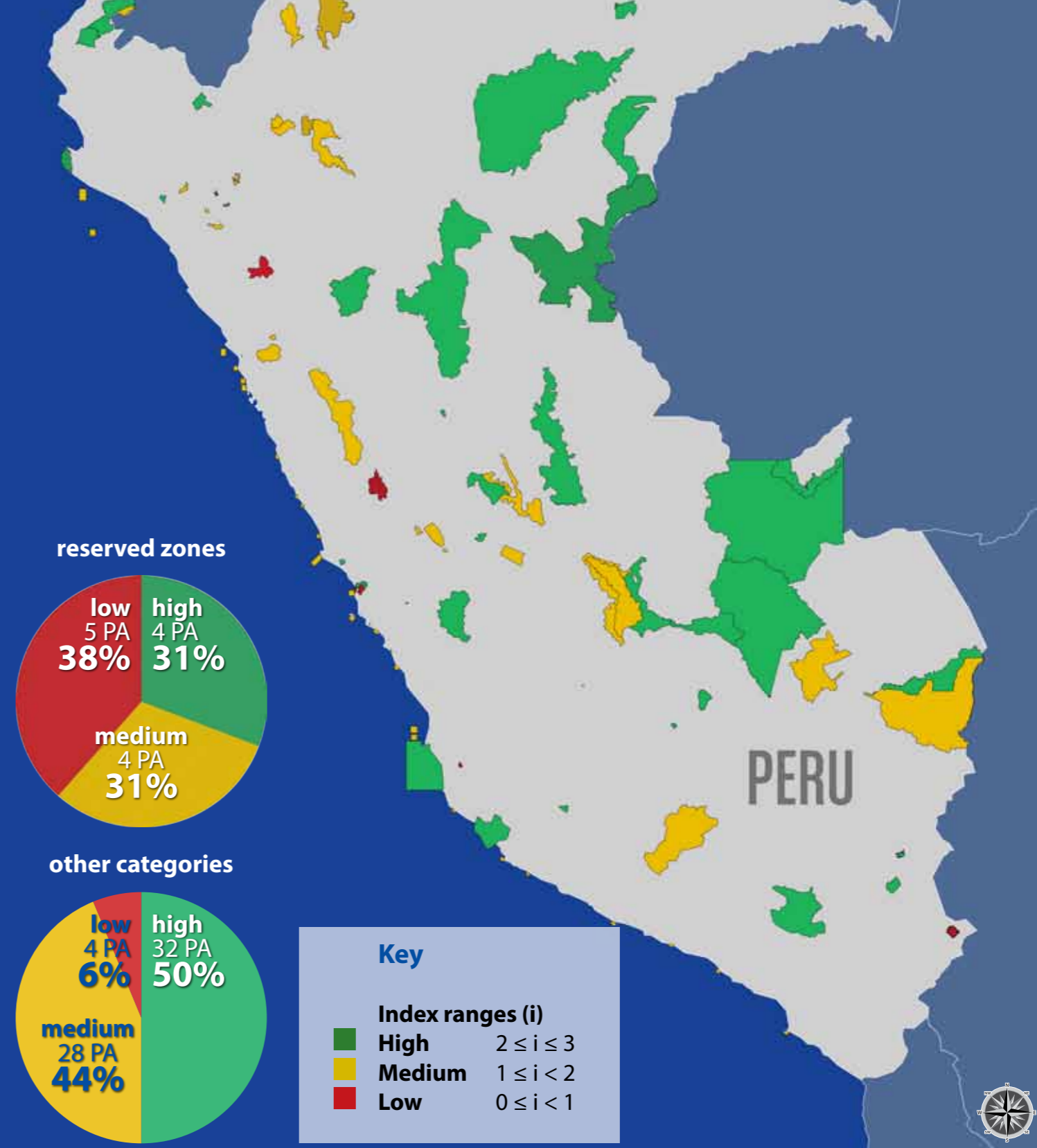
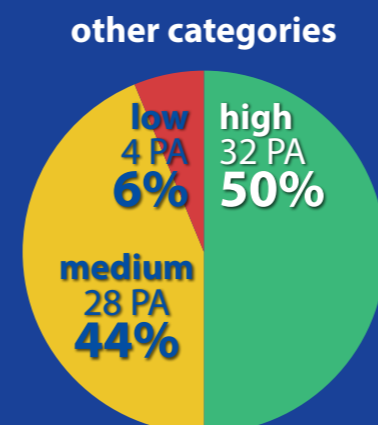
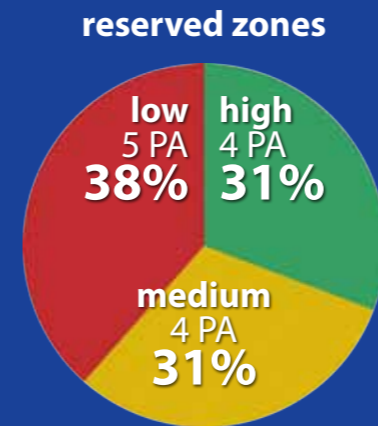
COLOMBIA



INDIMAPA 2014

implementation and management index

PERU



Conclusion

Torotoro National Park, Bolivia. Gaumut. (CC - BY SA)



The protected areas are part of the international strategy for the conservation of biodiversity and constitute a significant portion of humanity's environmental public heritage. For this reason, the United Nations Convention for Biological Diversity established that the 193 countries, parties of the commitment, are required to protect at least 17% of terrestrial areas and 10% of coastal areas by 2020, through protected area systems, which need an effective management.

In this context, the Supreme Audit Institutions from 12 countries of Latin America, after analyzing the observance of the international commitment, evaluated 1120 national protected areas, which allowed for the elaboration of an unprecedented diagnostic on a regional level regarding public policy for the conservation of biodiversity.



Yaxchilán Natural Monument, Mexico. Jacob Rus. (CC - BY SA)

It was verified that the protection goal for terrestrial areas has already been reached by eight countries, while the percentage of protection in coastal areas is still far from being achieved. Nonetheless, the need to implement and effectively manage these areas is as important as their creation, so that they can reach the objectives for which they were created.

As a consequence, the consolidated results of the evaluation by the SAIs demonstrates that more than half of the protected areas possess a medium level in implementation and management. In turn, the highest degree of implementation is found in 19% of the territories.

Almost 30% of PAs are on the lowest range of evaluation, which indicates the existence of structural weaknesses in the governance of the Latin American PAs, for example:

- Absence of management plan in 47% of the evaluated areas;
- Absence of a manager in 13% of the territories;
- Non-execution of the monitoring of biodiversity in 44% of the evaluated PAs;
- Difficulty in consolidating territory, in regulating land, for example, in 54% of the areas.

Additionally, problems in the articulation among the actors involved in management contributed to the current degree of implementation of PAs in Latin America.

Recommendations

Considering the goal for protected areas established by CBD, and accounting for the current tableau of the evaluated countries, the Supreme Audit Institutions have communicated the panorama found to the National Governments and made recommendations for the improvement of environmental governance.

In addition to this, and considering the low degree of implementation and management of the protected areas, the SAIs recommended that, in the process of creation and consolidation, mechanisms should be established aiming to ensure essential resources to the

effective implementation and proper management of these territories. The definition of a strategy for the territorial consolidation of the protected areas that takes the technical, juridical, social and environmental aspects involved in this process was also recommended to the national entities.

Finally, it was recommended that national governments promote actions of local, institutional and non-government articulation, considering the crossover aspects of the protected areas theme and the need for environmental governance improvement.

Expected results

With the application of the recommendations of the SAIs, it is expected that the interested actors promote, in an articulated manner, the necessary measures for increasing the utilization of the economic, social and environmental potentials of the protected areas of Latin America, in order to guarantee the observance of the conservation goals.

It is also expected that the protected areas, if well managed, contribute to the economic and socio-environmental development through activities such as tourism and scientific research, while continuing to play their relevant role in the conservation of biodiversity.

From the coordinated audit, society and the SAIs will be able to follow the evolution in the management of Latin American protected areas, demanding the improvement of governance of these environmental resources from those in charge.

Lastly, the Supreme Audit Institutions, by promoting joint evaluations, foster the observance of the international commitment and encourage the improvement of environmental management toward sustainable development.

Acknowledgements

The effective participation and mutual aid of the involved actors were fundamental to allow for the execution of the coordinated audit in the protected areas of Latin America. In addition, the success of a task of such magnitude is due to careful planning by the auditing coordinators.

The support received from the German Cooperation Agency - Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), which contributed to the progress of the tasks, must be highlighted. It is also necessary to acknowledge the collaboration of the environmental institutions, which made data available and saw, in the execution of this work, an opportunity for the improvement of the actions for the conservation and preservation of the environment.

Lastly, this work is directed to all who, aware of the relevance of protected areas for a healthy environment, believe in the conciliation of the protection of biodiversity with sustainable development.

Coordination

BRAZIL



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