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REPORT OF THE REGIONAL SEMINAR ON THE ENVIRONMENTAL
DIMENSION IN DEVELOPMENT PLANNING

(Buenos Aires, Argentina, 17-19 June 1985)

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10/15/20

Dear Mr. [Name],

I am writing to you regarding the [Project Name] project.

The project is currently in the [Phase] phase and we are looking for [Role] to help us [Task].

We are interested in your background and experience.

If you are interested, please send us your resume and cover letter to [Email Address].

We will review your application and contact you if we are interested in moving forward.

Thank you for your interest in our organization.

Sincerely,
[Name]

[Title]
[Company Name]
[Address]
[City, State, Zip]

Preface

The following report contains the conclusions and recommendations of the regional seminar on "The environmental dimension in development planning", held in Buenos Aires, between 17 and 19 June 1985.

This seminar represented the culmination of the ECLAC/UNEP project entitled "Incorporating the environmental dimension in Latin American development planning processes: Methodological aspects, case studies and horizontal co-operation", with which the Joint ECLAC/UNEP Development and Environment Unit, had been entrusted.

The seminar was organized by the Economic Commission for Latin America and the Caribbean (ECLAC), the Latin American and Caribbean Institute for Economic and Social Planning (ILPES), the United Nations Environment Programme (UNEP) and sponsored by the Government of the Argentine Republic represented by the Ministry of Planning of the President's Office of the Republic, the Ministry of Agriculture and Livestock (National Parks Office) and the Ministry of Housing and Environmental Management.

The seminar sought to compare experience and concepts relating to the integration of the environmental dimension into development planning, examining proposals which would make it possible to more effectively carry out such incorporation in the light of the difficulties and opportunities existing within the crisis at the present affecting the region.

To achieve these objectives, the seminar was the occasion for presentation of the experience acquired as well as the consultancy services and studies carried out within the above project, and within whose framework five national workshops based on case studies had been organized. In addition to the reports from these workshops, the five documents on the case studies were presented as well as seven thematic studies.

I. ORGANIZATION OF WORK

Place and date

1. The regional seminar on "The environmental dimension in development planning", was held in the Centro Cultural San Martín, in Buenos Aires, between 17 and 19 June 1985.

Attendance

2. Fifty-nine experts took part in the meeting.*/

Inauguration and closure

3. The inaugural session was attended by the Secretary of State for Planning of the Office of the President of the Argentine Republic, Mr. Bernardo Grinspun and by Mr. José Bacigalupo, the Minister of State for Housing and the Environment. Statements were made by Mr. Bernardo Grinspun, and by Mr. José Puppo, the Director of the Buenos Aires Office of the Economic Commission for Latin America and the Caribbean.

4. The meeting was brought to a close on 19 June with the speeches of Mr. Francisco García Vásquez, Consultant responsible for the Environmental Management Group, on behalf of the Argentine Ministry of Housing and Environmental Management, Mr. Jorge Morello, President of the National Parks Office, on behalf of the Argentine Ministry of Agriculture and Livestock and Mr. Nicolo Gligo on behalf of the international organizations which had arranged the meeting.

Agenda

5. The following agenda was examined during the seminar:

1. Item I: "Crisis, planning and environment"
2. Item II: "The environmental dimension in global, sectoral and regional planning"
3. Item III: "Science and technology in relation to the environment"
4. Item IV: "Prospection and assessment of natural and environmental resources"
5. Item V: "Environmental impact assessment, cost-benefit analysis and inventories and accounts of the natural and cultural heritage"
6. Item VI: "The role of governmental and legal institutions in environmental management"
7. Item VII: "Horizontal co-operation and the environment"
8. General discussion
9. Conclusions and proposals
10. Closing ceremony

*/ See annex 2

Chairman

6. During the three days of discussion the seminar was co-ordinated by Mr. Nicolo Gligo, ECLAC/ILPES Expert.

Outline of the procedure adopted

7. The introductory presentation of each item was the responsibility of members of the Joint ECLAC/UNEP Development and Environment Unit (5 items), of ROLAC/UNEP (1 item), and FAO (1 item). Each introductory presentation was followed by four or five brief reports, given by consultants who had authored the documents used in case studies, by representatives of planning organizations and representatives of environmental or natural resource organizations.

8. Presentation of the items and the reports were the responsibility of the following individuals:

a) On the crisis, planning and the environment: presentation by Osvaldo Sunkel (ECLAC/UNEP) and reports by Messrs. Julio Carrizosa (ECLAC/UNEP consultant), Jaime Hurtubia (ROLAC/UNEP), Luis Pacheco (Peru), Harlen Inácio Dos Santos (Brazil) and Deud Dumith (Venezuela).

b) On the environmental dimension in global, sectoral and regional planning: presentation by Nicolo Gligo (ECLAC/ILPES) and reports by Messrs. Juan Martín (ILPES), Neyda Valdés (Cuba), Fulvio Monges (Paraguay), Imelda Gutiérrez (Colombia), Clemente Panzone (Argentina).

c) On science and technology in relation to the environment: presentation by Carlos Collantes (ECLAC/UNEP) and reports by Messrs. Manuel Sadosky (Argentina), Eduardo Martínez (UNESCO), Luis Masson (Peru).

d) On research and assessment of natural and environmental resources for planning purposes: presentation by René Saa (FAO), and reports by Messrs. Santiago Torres (ECLAC/UNEP consultant), José Leyton (ECLAC/UNEP consultant), Francisco Vidal Luna (Brazil) and Jorge Morello (Argentina).

e) On assessment of environmental impact, cost-benefit analysis and inventories and accounts of natural and cultural heritage: presentation by José Leal (ECLAC/UNEP) and Nicolo Gligo (ECLAC/ILPES) and reports by Messrs. Alejandro Rofman (ECLAC/UNEP consultant), José Eslava (Colombia), Luis Yanes (Argentina), Eduardo Figueroa (Ecuador) and Jorge Vega (Mexico).

f) On the role of governmental and legal institutions in environmental management: presentation by Ricardo Koolen (ECLAC/UNEP consultant) and Raúl Brañes (ROLAC/UNEP consultant) and reports by Messrs. Julio Carrizosa (ECLAC/UNEP consultant), Santiago Torres (ECLAC/UNEP consultant), Aquiles Lanza (Uruguay) and Gonzalo Núñez (Mexico).

g) On horizontal co-operation and the environment: presentation by Mr. Jaime Hurtubia (ROLAC/UNEP) and reports by Messrs. Francisco García Vásquez and Miguel Craviotto (Argentina), Juan Grau (Chile) and Víctor Vidal (Paraguay).

/II. CONCLUSIONS

II. CONCLUSIONS

9. Analysis of the incorporation of the environmental dimension into development planning must, of necessity, be carried out within the context of the present crisis which the region is undergoing.

10. Within this context, the authorities act upon reality essentially by means of the instruments of economic policy with a conjunctural approach. External pressures exert considerable influence on those countries which are heavily indebted. In spite of the recessive nature of the adjustment measures applied, it is possible to anticipate growing pressure upon natural resources and the environment. This pressure may increase when the recessive adjustment of the crisis is left behind for the necessary expansionary adjustment and transition towards development.

11. Preoccupation with the environment in its conventional form has been thrust completely into the background of governmental priorities in most of the countries in the region. It is consequently urgent to bring about a change both in public statements and in substantive interpretations of the environmental theme, capable of replacing the "reactionary" and "traditional conservationist" attitude by a "proposalist" approach which aims at efficient and sustainable mobilization of the natural resource base and the environment. Only within an approach of this nature will it be possible to restore a standpoint which is both suitable for protectionary policies and measures and for environmental improvement.

12. The question is thus one of facing the crisis by associating a selectively restrictive policy towards demand with a selectively expansionary policy towards supply which takes advantage of the idle productive resources on foundations which are sustainable over the long term.

13. The challenge facing the region, from an environmental viewpoint, involves interlinking policies and measures to face the crisis in the short term with a form of development planning which generates a more rational style and in particular, a more intelligent, equitable and sustainable use of the environment.

14. In order to carry out this challenging task, it is necessary to overcome the following hurdles, among others.

a) The crisis affecting traditional patterns of planning, in order to overcome the rigid nature of the techno-bureaucratic style which produces plans in the global, sectoral and regional fields which are an end in themselves;

b) Technological dependency and the vulnerability which this involves for Latin American societies, which gives urgency to the task of scientific and technological development allowing us to make use of techniques which are in keeping with our social, cultural and environmental reality;

/c) The

c) The limits of the traditional methods of research and assessment of natural resources and the environment, whose lack of elements of dynamic analysis, absence of systemic approaches as well as the bias of analyses which give priority to one or two resources need to be overcome;

d) The scant use and development of instruments, principally quantitative ones, such as environmental impact assessment (EIA) and inventories and accounts of the natural and cultural heritage. It is consequently necessary to develop these to complement the methodologies of cost-benefit analysis (CBA) and systems of national and regional accounts;

e) The ineffectiveness of the environmental institutions which have been set up in imitation of models in some central countries; it is suggested that such organizations be suited to the concrete situations faced by each country and to the corresponding administrative traditions; and

f) The low level of dynamism of interregional horizontal co-operation activities in environmental matters. To counteract this, it is essential to make every effort to promote these, and above all to develop the political commitment as well as concertation and co-ordination of efforts to this end.

15. The seminar analysed each of these questions in depth. There follows a synthesis of the principal conclusions drawn from the debates.

A. The environmental dimension and planning levels

16. It was acknowledged that in Latin America and the Caribbean formal planning is going through a deep crisis due to the inefficiency of conventional patterns, methodologies and instruments, aggravated in certain countries by the neo-liberal monetarist experiments pursued in recent years. Both the inadequacy of these attempts at dealing with the fluctuations of the economic crisis, and the difficulties also encountered by those countries which did not give up the tradition of a guiding and planning role for the State, have led the former to lay claim to responsibility for planning in development processes and both of them to emphasize the overwhelming need to conceive and imagine more dynamic, flexible and efficient planning patterns and methodologies.

17. Within this context, those approaches which propose incorporation of the environmental dimension into planning and which had been gaining momentum since the middle of the 1970s, now meet, on the one hand, difficulties in defining a suitable space for themselves within a set of problems essentially centered on the short term, and on the other hand, the opportunity to considerably influence the above effort at redefinition and design, not simply purely in methodological terms, but also as regards anything whatever connected with the conception and proposal of alternative styles of development.

18. In this respect three central elements arise from environmental problems: first of all, the absolute need to influence the level and structure of demand in national societies which ultimately expresses itself through specific pressures on the available natural resource base; secondly, making progress towards the development of systematic methods of managing the natural resource base and the environment which take explicitly into account the complexity of environmental systems, their heterogeneity and variability, ensuring that they may be sustained over the long term; and thirdly, the need, which is derived from the previous two, to introduce the practice of territorial management as an essential factor in planning. These three factors permeate development planning at its different levels: global, sectoral and regional.

19. Incorporation of the environmental dimension into global plans as an additional chapter, has so far had practically no repercussion on development policies, programmes and projects.

20. At this level, and notwithstanding more detailed explanation of those questions which are specifically environmental (see the conclusions relating to the institutional and legal aspects), incorporation of the environmental dimension must be carried out principally through considerations of:

a) Sustainability in development strategies, which provides greater coherence between the short term and the medium and long term;

b) Trends in the level and structure of consumption of the national populations, seeking greater and improved correlation between real shortages and the actual availability of the means to overcome them;

c) Marshalling and use of indigenous resources on bases which are sustainable over the long term through global policies (on prices, governmental investment, tariffs, rates, etc.).

21. As far as sectoral planning is concerned, particularly in the development of the primary sectors represented by agriculture, fishing and mining, priority must be given to an ecological concept which promotes knowledge and takes into account the behaviour and characteristics of ecosystems when projects for investment and exploitation are drawn up. In close association with this, this approach must fully examine the predominant modes of production, the structure of ownership of resources and the technological models.

22. It is not sufficient for an environmental approach to agricultural planning to integrate measures designed to prevent erosion, deforestation or the problem of pollution caused by pesticides; it also needs to take into account the degree and way in which ecosystems are artificially altered to avoid wasting resources available in the environment; the specialization of the ecosystem which is barely consistent with the natural tendency; the social problems caused by poverty which lead to excessive use of resources; competition over land use for different purposes, such as food crops, crops used as an energy source, industrial uses and those related to urban expansion as well as the deep rift between short-term economic behaviour and preservation of resources.

23. It is necessary to incorporate assessments of environmental impact into planning in the mining sector, paying particular attention to the real extent of the advantages. Many mining operations, which in general involve high ecological costs, generate considerable profit which is of national importance. In these cases the high local cost paid is not so high when considered on the national scale.

24. One of the difficulties frequently encountered in planning the development of maritime resources is the shortage of knowledge on the behaviour of the ecosystems. Incorporation of the environmental dimension into such planning processes must necessarily start with the improvement of the systems for carrying out research into resources. Planning for these resources is frequently complicated by processes which deteriorate the maritime environment and which are extremely difficult to control: alterations caused by waste originating on land, pollutions caused by oil spills and the exploitation of other non-renewable natural resources on the seabed.

25. As far as planning for the industrial and agro-industrial sector is concerned, the environmental dimension appears quite clearly on the input side in the form of demand for resources from the primary sectors and in its generation of waste. Faced with the enormous pressure on resources which is forecast, in response to the crisis, the central question in this sector concerns its capacity to significantly increase the proportion of value added within the total output both of the sector itself and of the country, while minimizing the use of resources and the production of waste. In order to achieve this it is necessary to be fully aware of these circumstances when drawing up scientific and technological development policies.

26. As regards what are known as the "social sectors" (health, education, housing, essential services), their inherently environmental nature stands out. Their development must be integrated, and urban planning may offer interesting potential to achieve this. The major environmental problems of the region's metropolises have sparked off a search for decentralized methods through the increasing power of local authorities, which have incorporated the proposals made by the organized community. These processes are highly favourable means of achieving the above-mentioned integration.

27. Practically all the proposals relating to the most appropriate means of incorporating the environmental dimension into development planning converge towards the level of regional planning or, in broader terms, territorial management. At this level it is possible, for example, to more fully appreciate the reciprocal influence of the city and its surroundings as well as how extremely important it is to plan the structuring of space and to tackle the problems deriving from land appropriation and speculation and the organization of transport systems.

28. It is impossible to talk of regional development in all the countries of the region without considering the close connection which exists with their natural resource base and their environment, in a process of development and exchange which seeks to maintain and reinvest part of the surplus produced within its own

/spatial environment.

spatial environment. In this respect factors such as the specific nature of the environment, the diversity of the socio-economic structures, community perception of the resources and their problems, the complementarity of biomass, etc., play a crucial role and can only be fully absorbed by planning if it takes the physical space specifically into account. This explains the great importance given to the level of interregional planning.

29. Finally and in direct connection with regional planning, there are two openings of great importance which may represent real progress in incorporating the environmental dimension. These are, on the one hand, requiring planning at the level of catchment areas, in which regulatory environmental management is achieved by management of the hydraulic resource; and on the other hand, defining specific planning spheres around specific "prominent processes" which, with varying degrees of generality and specificity, may cover different geographical areas and sectors of the economy.

30. In the first of the means mentioned, special care must be taken to overcome both legally and institutionally the problem posed by the lack of congruence between the political and administrative regions and those whose boundaries are based on the area of environmental influence of the catchment area concerned. As regards the second, it is necessary to define a specific environmental concept which takes account not only of those processes which damage the environment, but also specifically, of those which tend to realize its potential by suitable and intelligent management.

31. It is recognized that the task is difficult both as regards the methodological and instrumental efforts required, and the necessary political commitment to progress within a context in which the crisis forces the most stable democracies in the region to face harsh and immediate requirements and which sets the emerging democracies against tremendous difficulties. There is nevertheless no doubt that the stability of both of these to a great extent depends upon their capacity to satisfy short-term requirements without losing sight of the consequences of the shorter policies on the evolution of the political, social, economic and environmental process over the medium and long term. In this respect, one concern of great importance which was present throughout the discussions and which is analysed later, was the theme of participation by the community in the planning and environmental management of development.

B. Science and technology in relation to the environment

32. The adoption of alien technological models or models which imitate those of the central countries have had well documented repercussions on the inadequate use of the environmental heritage of the countries in the region, either by failing to make use of the environmental potential, or by damaging resources.

33. Standardization of technological patterns has not taken into consideration the considerable environmental heterogeneity of Latin America, and has stimulated, in particular in rural areas, inefficient and damaging processes of transformation. This is particularly noticeable in the expansion of the agricultural frontier in the wet tropical regions, as it has almost always been carried out using methods of implementation which correspond to temperate regions.

34. The predominant technological models have failed to take into account the indigenous resources available in each country a fact which has led to incoherence in particular in view of the shortage of capital and the plentiful supply of manpower.

35. Since it is necessary to promote technological models with a high level of social efficiency, these need to redirect themselves towards the quest for techniques which make use of the natural resources and the environment of each country.

36. The false dichotomy which exists between modern technology and traditional-peasant-pre-Colombian technologies has had a negative effect on the reconsideration of the latter and their adaption to present development processes.

37. The application of alternative technological models assumes that these are coherent with the development strategies adopted. It is consequently important to analyse the elements linking the technological models with the strategies, fully incorporating the sustainability of the latter.

38. Formal planning systems have failed to give due recognition to the role of technology since in many plans and programmes it appears in the form of data to be incorporated without taking into account its instrumental roles, in particular in transformation of the environment.

39. The shortcomings of scientific research in the region prevent the development and adoption of technologies capable of helping to lower dependency on the central countries. There are many apparently outstanding scientific breakthroughs whose origin lay in the adoption of exogenous technologies. This is particularly relevant to the adoption of exogenous technologies in different spheres.

C. Research and evaluation of the natural and environmental resources

40. Despite the considerable progress which has taken place in recent decades in the field of research into natural resources, in particular through the use of remote sensors, it has to be recognized that the majority of the systems used in Latin America and the Caribbean are conventional. The principal features of these systems are: the priority given to one or two resources, the absence of a systemic approach, lack of a dynamic analysis and even of a static comparative analysis.

41. The introduction of research into non-traditional environmental resources has, in most cases, been restricted to mere unquantified descriptions which, although they represented a step forward, are of no weight when it is necessary to draw up policies for the use of space. It is even quite common to come across qualitative descriptions of traditional resources such as flora and fauna with little or no quantification.

42. The classical comparison between present and potential use does not incorporate the damaging trends of use of the resources. The application of specific policies to attain goals set on the basis of potential use are

/unsuccessful as

unsuccessful as they do not take into account the constant changes which take place within the ecosystems as a result of the unbalanced use of their resources.

43. The principal determinants which explain the use of resources are economic and structural ones, together with the physical restrictions and the technological limits. It is quite common and represents a serious oversight not to include the historical and cultural, ethnographic, anthropological and psychosocial determinants.

44. Research into natural resources generally depends on demand for them to produce goods or services. Restrictions on funds reduce the possibilities of carrying out exhaustive research to stimulate a supply of resources capable of generating other alternatives for development.

45. It is necessary to make the relationships between policies on research into natural resources and the environment, scientific and technological policies, and in particular the models for generating and adopting technology more explicit. The priorities of development strategies such as employment and quality of life must be directly linked to research policies.

46. The pronounced processes of degradation of Latin American ecosystems, above all those in the tropical forests and arid and semi-arid zones, require deeper and more frequent research. It is necessary to pay close attention not only to physical expansion, but also to some determining factors such as the division of rural property and the road infrastructure.

D. Environmental impact assessment, cost-benefit analysis and inventories and accounts of natural and cultural heritage

47. The methodologies used in environmental analysis are essential features and are in great demand in the region, but it must be borne in mind that they are subordinate to questions of a more strategic nature such as the definition of environmental policies, the use of resources and the land, protection of the national heritage, etc. It is consequently not possible to confuse the effort to improve and develop the methodological and instrumental aspects with the establishment of general standards related to the environment. The methodological aspect is nothing more than an important aid in development planning and in particular in the decision-making process.

48. Methodologies represent an ideal means of enriching the level of information, which is fundamental for the development of planning systems and the introduction of environmental considerations within them. However debatable environmental impact assessments for example may be, by their very nature they contribute systematic information on the effects and impacts, which may be extremely useful. In practice, in many countries in the region they represent almost the sole weapon which may be wielded in the public debate in defense of the damaged or threatened environment. This is particularly true when they have been incorporated into law. In addition, they are the sole source of systematic information which testifies to the changes in the quality of the environment as the result of an activity.

/49. Another

49. Another methodological body is constituted by the various forms of cost/benefit analysis applied to the environment. This is a subject of great controversy, as a result of the abuse made of it to dispute environmental policy, in particular because of its financial requirements and its quantitative logic which tends to assign often arbitrary numerical values to factors in human lives and in the lives of other species which defy this type of calculation. At this point it is also necessary to give nuance to the analysis. However little cost/benefit analysis as practiced at present contributes to solving essential environmental questions, there is no doubt that the preoccupation with economic factors related to the environment is as legitimate as it is in relation to any other activity, given the chronic shortage of resources which makes it impossible to allocate society's resources without any evaluation whatsoever. It may be stated that cost/benefit analysis at least contributes the necessary economic element to the analysis. It is nonetheless clear that it cannot represent the sole element of decision nor lay claim to objectivity which by its very nature it lacks.

50. Methodologies may make a considerable contribution to the extent that there is a real social and political interest in developing planning which includes the environmental element. Above all this means making a contribution to solving the major problems affecting our society. As has been stated, environmental matters raise fundamental issues in which possible actions may have extremely significant effects upon these major problems, beyond purely environmental considerations. Thus, environmental impact assessment, if it is well carried out, improves the design and engineering of a project, just as cost/benefit analysis which takes account of environmental factors is no doubt more complex in global terms.

51. Use of these instruments has been extremely limited in Latin America. There is wide experience of environmental impact assessment, but in most cases use of it has been limited and it has been incorporated into projects to satisfy the requirements of financial organisms.

52. Despite the fact that most countries have in recent years shown great interest in drawing up global inventories, and above all, in keeping account of the natural and cultural heritage, they have taken few steps to carry this out. There are partial programmes relating to inventories of traditional natural resources such as minerals, land and water as well as inventories of cultural heritage, which in the latter case are endorsed by the corresponding protective legislation. No methodological effort has been made to incorporate this heritage into the national accounts.

53. As a considerable part of the region's territory is intact or virtually unaltered, it is necessary to closely supervise these assets. At the present time, only growth obtained through the occupation of new space is taken into account; no record is made of the deterioration and diminution affecting the assets and caused by development systems whose ecological cost is high.

54. The sudden appearance of a style of development which has tended to underestimate the cultural heritage of the peoples of Latin America and the Caribbean needs to be countered by an attempt to rescue and reconsider the value of the region's cultural assets. Inventories and programmes relating to the cultural heritage, must, in addition to the corresponding legislation, represent extremely useful tools in the future.

E. Governmental and legal measures in environmental management

55. "Institutionalization" of the environment in the region has been posed in a fashion which to a large extent imitates the forms adopted by the developed countries, which has merely reaffirmed the manner which, in the field of law and administrative science, has always been evidence of a dependent legal culture. In imitation of the institutional models in some developed countries, sectoral bodies concerned with the environment have been set up with a view to "correcting" the model and style of development and never to "changing" the same.

56. Generally speaking, environmental problems have been almost exclusively the concern of ad hoc bodies with the result that in the medium and long term the environmental dimension of development planning has tended to remain somewhat marginal for the following reasons: a) the environment is an area which cuts across other sectors horizontally, and thus an "environmental sector", lacks internal coherence and is made up of a set of problems which are not in themselves interconnected; b) given the negative environmental trend in the style of development which predominates in Latin America, the environmental sector tends to fulfil a merely critical role which frequently sets itself against the execution of projects which affect the environment. In the eyes of planners in other sectors it becomes a brake on development; c) as economic and planning decisions are in the hands of ad hoc organizations and ministries, organizations in the environmental sector are short of funds, a fact which deepens this conflict.

57. Practice in recent years has shown that apart from studying knowledge of the environmental theme among the population, the new environmental organizations in the region can only achieve clear-cut results at the stages of global and particularly macro-regional study and diagnosis of the environmental situation in the countries, and in evaluating the potential environmental impact of certain major projects.

58. Any institutional organization which incorporates the environmental dimension will be dependent on the concrete situation, and even on the administrative traditions of each country, as well as needing to possess the following essential features: a) it must be able to rely on a sufficiently developed base of legal standards to provide the necessary backing, at all levels, for the system of development planning and for its incorporation of the environmental element; b) it must focus strict administrative measures only on those environmental functions which clearly require it, and develop more flexible and adjustable formulae elsewhere; c) it must be open to the hopes of a deepening of democracy which are felt in the region so as to move on from a "paternalist" and "technocratically infallible" State to a State which, both in development planning

/and in

and in the incorporation of the environmental dimension, proves capable of testing formulae which increase the participation of the population in defining objectives and in pursuing them.

59. Handing over responsibility for the environmental dimension to a given sector, such as agriculture, housing, or health helps to explain why there is a tendency to stress those aspects of environmental issues which are connected with the themes of interest to the sector to which it has been attached; or to dilute the holistic view, or either to reduce its credibility and degree of acceptance whenever this approach has led to attempts to exert real influence over the policies of the other administrative sectors and even over those of the parent organization itself. It is also difficult to imagine how an organization formally within the sphere of health for example could provide the agricultural or mining sector with criteria for managing natural resources, or vice versa. It is above all necessary to bear in mind that the incorporation of the environmental dimension into sectoral planning of other areas in no way implies a task of a punctual nature but rather a permanent mechanism for collaboration or transfer of "environmental inputs" which the other sectors tend to perceive as a form of subordination which they are not prepared to accept.

60. Since the beginning of the present decade, some countries in the region have made attempts to set up national environmental systems to ensure that the results of the effort will possess political and operative transcendence for the other State activities, from the national level down to the municipal one, and in all the relevant sectors. The fact that such attempts are extremely recent makes it impossible to express an opinion as to their advantages, although a priori it appears wise to attempt to ensure that, in no case, the lack of integration of this system into that of development planning leads to pessimism about its potential efficiency.

61. If, as has been acknowledged, the fields in which the environmental dimension could be incorporated into development planning, and in which it would be advisable for it to be incorporated are: a) global planning; b) sectoral planning; c) regional planning; d) planning of human settlements; e) management of hydrographic catchments; f) prominent processes; and g) the specific projects derived from all of the above, it is clearly impossible to focus this range of fields of interest within a single institutional sphere since this would cover practically the whole of the State. Besides, what is required is that the institutional mechanisms ensure that "the environmental factor" is properly represented therein.

62. From this viewpoint, it appears advisable to start from a simple practical assumption: anything related to the incorporation of the environmental dimension can and must be carried out within those State organizations which are responsible for the above fields and by their own staff; it must be carried out in such a way that the definition of an "environmental sphere" can only become feasible through an analysis of the functions required for incorporating the environmental dimension into development planning and a residual separation of those which can in no way be carried out --at least not exclusively-- by the other State organizations.

63. The sphere is linked to the national planning system, through a specialized central office through which it acts in all the sectors and levels (regional, national, etc.) notwithstanding those actions it may decide upon directly, through conventional channels, to provide technical assistance to any organization.

64. In addition, to ensure that both vertical and horizontal receptivity and management control be adequate, it is necessary to set up small environmental units within the various levels and sectors of the planning system, and particularly at the level of the regional planning offices and those sectors of the administration whose activities have an important incidence on the environment (public works, agriculture, industry, etc.).

65. In the countries of Latin America and the Caribbean there is rarely any formalized legal system of planning. Consequently the first problem facing the incorporation of the environmental dimension is the absence of a legal framework for planning, in which it can be clearly expressed. This obviously refers to the procedures or ways in which planning produced by the respective organizations works, rather than to the formal institutionalization of planning, as the latter always possesses legal backing. In this respect whatever planning model is adopted it will be of an obligatory nature for someone, and quite precisely, it is necessary for the incorporation of the environmental dimension to be included within the area of legally obligatory objectives and procedures. This holds for all levels, from those of global planning to that of environmental impact analysis of the projects.

F. Horizontal co-operation and the environment

66. Horizontal co-operation is a dynamic process focusing the commitment of countries and concrete actions undertaken by them to overcome the hurdles to the process of social and economic development, and needs to be based on a profound conviction of the importance, value and urgency of the themes which will be the object of co-operation. This process is particularly relevant in environmental matters.

67. Analysis of experience of horizontal co-operation in environmental matters in Latin America and the Caribbean reveals that governmental spheres in the region have not sufficiently explored the possibilities of environmental co-operation; that the governmental institutions responsible for environmental matters in most countries are made up of weak structures within the government service, which is yet in the process of establishing itself; that there is little available knowledge and experience of environmental management based on the capacity of the governmental institutions; and even that within many political and financial circles within the governments there is still no recognition of the value and importance of incorporating the environmental dimension into the planning of economic and social progress, nor of pursuing horizontal co-operation processes.

/68. Within

68. Within the present state of affairs in Latin America and the Caribbean, overshadowed by the deepest economic and financial crisis of its entire history, these indications of immobility in the environmental sphere turn out to be extremely serious. The alternatives are obvious: either environmental considerations are introduced into planning as soon as possible, within the crisis, so as to ensure development sustained over the long term, or we continue to fumble along as we have done so far, which has only led to the closing off of alternatives for the development and well-being of future generations. Horizontal co-operation appears as a suitable concept for making joint use of scarce resources and experience, which requires commitment, concertation and co-ordination by the countries in order for it to be achieved.

69. There is not the slightest doubt that the international organizations such as the UNDP, UNEP/ROLAC and ECLAC must play a fundamental role incorporating and putting into practice mechanisms of horizontal co-operation in environmental matters. This would represent a substantial contribution to the incorporation of the environmental dimension into planning.

III. RECOMMENDATIONS

The regional seminar recommended:

70. The promotion in the countries of the region, of new and more efficient ways of incorporating the environmental dimension into development planning by using the global, sectoral and regional levels, planning for environmentally homogeneous spaces and basins, urban planning and, if necessary, solutions through planning the "outstanding processes". In order to achieve this the organization of national inter-institutional and multidisciplinary workshops was recommended.
71. Making the greatest possible effort not to interrupt the work carried out in ECLAC through its last three projects, particularly that which led to the seminar. Continuation of the activity possesses the priority given to the Regional Programme approved at the Buenos Aires and Cancún meetings on "Planning and the environment" (PR-3) and ratified by decision 13/32 of the thirteenth session of the Governing Council of UNEP.
72. Laying down clear policies on the issue of incorporating the environmental dimension into planning which include concrete actions and programmes in specific countries which as far as possible are carried out with the joint participation of planning organizations and environmental organizations.
73. Incorporating the issues involved in the relationship between the environment and development planning into the System of Co-operation and Co-ordination between Planning Bodies of Latin America and the Caribbean (SCCOPALC) of ILPES.
74. Proposing concrete alterations to scientific and technological development policies, to enrich them by incorporating the environmental dimension and thus achieving greater coherence between these and long-term planning.
75. Carrying out studies in Latin America and the Caribbean into specific processes of real importance for the relationship between development and the environment (such as for example, the expansion of the agricultural frontier), analysing in particular the technological aspects of both traditional technologies and the possibility of introducing the most advanced technologies.
76. Carrying out and complementing the necessary studies and maps (ecological, environmental, natural resource, infrastructure, etc.) for adequate planning. It is recommended that the requirements, levels and scales be provided by the planning bodies.
77. Putting into practice research programmes into natural resources and the environment which possess the following features: a) quantification of the characteristics of the ecosystem, such as its ability to repair damage, breadth, etc.; b) the possibility of studying the evolution of ecosystems over time; c) quantification of all resources, not simply those of immediate economic use, but which, above all, correspond to planning requirements.
- /78. Developing

78. Developing original ways of defining and using the set of instruments used to gain knowledge of and to assess the available resources, which does not necessarily involve developing new instruments, but making intelligent and above all practical modifications to already existing methods. This is an effort to which the international organizations may contribute, particularly at university levels, so as to create authentic "specialized studies" which train high-level technicians in this field and allow the development of new methods or variations of traditional ones.
79. Creating the necessary legal frameworks to require that all development programmes and projects incorporate environmental impact analyses and that the environmental dimension is taken fully into consideration in feasibility studies.
80. Setting up a body of high-level specialists, fully conversant with environmental instruments and methodologies, with the status of a State organization, to provide backing for the efforts made by each sector, region or locality to incorporate the environmental dimension.
81. Making the necessary efforts for the countries to develop inventories and accounts of their natural and cultural heritage. In order to give concrete expression to the different initiatives, ECLAC is requested to reinforce its technical assistance contribution on the subject.
82. Restructuring the organization of governmental institutions so as to give greater hierarchical importance to environmental issues. It is recommended that in carrying out this restructuring an attempt is made to create closer links between environmental issues and bodies and the institutional planning systems.
83. Suggesting new legal formulae whose aim is: a) application of a modern preventative legislation which incorporates the environment into development policies; b) the establishment of legal formulae which allow all the environmental instruments of physical and economic evaluation to be introduced into development programmes and projects; c) the creation of efficient legal formulae for protected areas and for the protection of the cultural and natural heritage.
84. Sponsoring horizontal co-operation in environmental matters in Latin America and the Caribbean within the interregional co-operation policy given impetus by the four intergovernmental regional meetings on the environment in Latin America and the Caribbean, held between 1982 and 1985. This means that it must be conceived within the terms already defined for TCDC and ECDC, i.e., so that the countries in the region "may create, acquire, adapt, transfer and share knowledge and experience to their mutual benefit and to achieve national and regional self-sufficiency".
85. That horizontal co-operation projects and activities whose execution should involve both central planning bodies and bodies responsible for environmental administration be generated, promoted and supported through the UNDP, UNEP and ECLAC.

86. That future horizontal co-operation projects in environmental matters which favour the marshalling of both funds in national currencies and contributions in kind from the countries participating, as well as currency resources from the international organizations and other sources of international financing be generated.

87. That horizontal co-operation activities be maintained and expanded by means of a regional mechanism with the following objectives: a) to help to carry out interlinking, intermediary, promotional, catalytic and fund-raising functions to strengthen the national institutions and the intersectoral co-ordination mechanisms, so that they become effective agents of co-operation; b) to maintain permanent and close collaboration with the special horizontal co-operation units of the governments; c) to promote concrete reciprocal collaboration activities related to environmental programmes of common interest, in which the central planning bodies and environmental bodies take part; d) to promote actions so that the subregional, regional and organizations in the United Nations system, as well as non-governmental and private sector organizations provide backing for the governments' co-operation policies.

Annex 1

DOCUMENTS PRESENTED AT THE SEMINAR

Symbol	Author	Body	Title
<u>1. Working papers</u>			
LC/R.420(Sem.25/3)	Ricardo Koolen (Consultant)	ECLAC/UNEP	La organización institucional del Estado en relación a la incorporación de la dimensión ambiental en la planificación del desarrollo
LC/R.423(Sem.25/4)	Joint ECLAC/UNEP Development and Environment Unit	ECLAC/UNEP	Las evaluaciones del impacto ambiental como metodologías de incorporación del medio ambiente en la planificación
LC/R.428(Sem.25/5)	Joint ECLAC/UNEP Development and Environment Unit	ECLAC/UNEP	Las medidas de protección ambiental, su evaluación y su integración en la planificación del desarrollo
LC/R.429(Sem.25/6)	Raúl Brañes Ballesteros (Consultant)	ECLAC/UNEP	Notas sobre la incorporación jurídica de la dimensión ambiental en la planificación del desarrollo
LC/R.438(Sem.25/7)	Joint ECLAC/UNEP Development and Environment Unit	ECLAC/UNEP	Hacia la elaboración de inventarios y cuentas del patrimonio natural y cultural
LC/R.439(Sem.25/8)	José Leyton (Consultant)	ILPES	Incorporación de la dimensión ambiental en la planificación del desarrollo de la Cuenca del Río Guayas y la Península de Santa Elena (Ecuador)
LC/L.314	Joint ECLAC/UNEP Development and Environment Unit	ECLAC/UNEP	Informe del taller de trabajo "La dimensión ambiental en la planificación del desarrollo del área de influencia del complejo Colbún-Machicura (Chile)"

(Cont. 1)

Symbol	Author	Body	Title
LC/L.315	Joint ECLAC/UNEP Development and Environment Unit	ECLAC/UNEP	Informe del taller de trabajo "La dimensión ambiental en la planificación del desarrollo de la Sabana de Bogotá (Colombia)"
LC/L.317	Joint ECLAC/UNEP Development and Environment Unit	ECLAC/UNEP	Informe del taller de trabajo "La dimensión ambiental en la planificación del desarrollo de área de influencia del aprove- chamiento múltiple de Salto Grande (Argentina-Uruguay)"
LC/L.319	Joint ECLAC/UNEP Development and Environment Unit	ECLAC/UNEP	Informe del taller de trabajo sobre estrategia de desarrollo para la sierra del Perú
LC/L.324	Joint ECLAC/UNEP Development and Environment Unit	ECLAC/UNEP	Informe del taller de trabajo sobre la dimensión ambiental en la planificación del desarrollo de México.
E/CEPAL/R.355	Santiago Torres (Consultant)	ECLAC/UNEP	La dimensión ambiental en la planificación del desarrollo del área de influencia del complejo Colbún-Machicura
E/CEPAL/R.356	Alejandro D. Rofman (Consultant)	ECLAC/UNEP	La dimensión ambiental en la planificación del desarrollo del área de influencia del apro- vechamiento múltiple de Salto Grande
E/CEPAL/R.357	Julio Carrizosa (Consultant)	ECLAC/UNEP	La dimensión ambiental en la planificación del desarrollo de la Sabana de Bogotá
LC/R.368/Rev.1	Carlos Collantes	ECLAC/UNEP	Incorporación de la dimensión ambiental en la planificación. Análisis y crítica para la cooperación latinoamericana
LC/R.391	Daniel Bitrán (Consultant)	ECLAC/UNEP	Incorporación de la dimensión ambiental en la planificación mexicana

(Concl.)

Symbol	Author	Body	Title
<u>2. Support documents</u>			
E/CEPAL/G.1242	Joint ECLAC/UNEP Development and Environment Unit	ECLAC/UNEP	Incorporación de la dimensión ambiental en la planificación
E/CEPAL/ILPES/R.46	Nicolo Gligo	ECLAC/ILPES	Medio ambiente en la planifi- cación latinoamericana: vías para una mayor incorporación
UNEP/IG/57/3	ROLAC/UNEP Joint ECLAC/UNEP Development and Environment Unit	ROLAC/UNEP ECLAC/UNEP	Aportes para una evaluación de los asuntos ambientales en América Latina y el Caribe: tendencias, enfoques y perspec- tivas al año 2000.

Annex 2

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