



Security sector governance's contribution to protecting national parks from a security, community livelihood and environmental perspective:

Serra do Divisor National Park (Brazil)





Technical Data

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*Security sector governance's contribution to protecting national parks from a security,
community livelihood and environmental perspective: Serra do Divisor, Brazil*

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Executive Summary

This report is part of an international comparative study coordinated by the Geneva Centre for Security Sector Governance (DCAF). Its objective is to analyse how security sector governance and reform can contribute to the protection of national parks from an integrated perspective combining security, environmental conservation, and community livelihoods. The Serra do Divisor National Park (SDNP), located in the state of Acre, Brazil, constitutes one of the three case studies of the project, alongside protected areas in Benin and Nepal. The international comparative study coordinated by DCAF aims to provide clear guidance for practitioners and public policymakers operating at the interface between security, conservation, and the development of protected areas.

The SDNP is a protected area of approximately 8,375 km², representing about 5% of the territory of the state of Acre. It is located on the border between Brazil and Peru, and its territory covers areas of five municipalities. The park is recognised for its rich biodiversity and unique geomorphological characteristics, hosting several endemic species that make it an area of significant ecological importance. Although classified as a strict protected area under the National System of Conservation Units (SNUC), the park has a permanent resident population that collaborates in its management and works in partnership with the competent environmental authorities for the preservation of the region.

Environmental degradation in the SDNP area is limited when compared to other areas of the Brazilian Amazon. The clearing of small land plots and the use of fire for land cleaning constitute the main problems, combined with illegal hunting, which still occurs at a low incidence. This situation is partly explained by the relative isolation of the national park.

One of the challenges faced by the SDNP is the use of its territory as a transit route for drugs and, consequently, the presence of actors linked to Transnational Organized Crime. Due to its location on the border with a country that is a major cocaine producer, its position within one of the main Amazon River basins, and its proximity to highways that allow drug flows towards the Brazilian coast, the park functions as a secondary route. Drug transportation takes place through fluvial routes and internal trails within the park. These dynamics take advantage of the park's territorial extension, forest cover, and low permanent state presence to conceal illicit activities. On-site interviews confirmed that these illicit activities are connected to external networks that use the park's territory as a transit or concealment area.

The state response involves the Chico Mendes Institute for Biodiversity Conservation (ICMBio) as the main managing authority, with support from the Brazilian Institute of Environment and Renewable Natural Resources (IBAMA), the Federal Police, the Armed Forces, state police forces, and specialised border units. However, the study identifies structural limitations, including reduced personnel, lack of equipment, high staff turnover, and a predominantly reactive mode of action based on ad hoc operations. Inter-agency cooperation occurs when requested, but there is no consolidated pattern of continuous coordination specifically focused on the SDNP.

The buffer zone is of central importance for the preservation of the SDNP, as it presents dynamics that are integrated with SDNP communities or are relevant to its conservation insofar as low-impact productive activities are developed. These areas can also be encouraged to adopt agroforestry systems and legal extractive activities.

From a governance perspective, the park has formal instruments in place, such as the Management Plan and the Consultative Council. In practice, management also relies on



informal agreements with residents, particularly to distinguish subsistence activities from illegal practices of a commercial nature. Resident and surrounding communities maintain a daily presence in the territory and hold detailed knowledge of trails, rivers, and sensitive areas, positioning them as relevant actors for territorial surveillance. This potential, however, is still weakly and unsystematically integrated into security and enforcement strategies.

The study identifies that the lack of consolidated sustainable economic alternatives contributes to pressure on the park. Ongoing initiatives, such as agroforestry systems, community-based tourism, and birdwatching activities, show positive localised results but lack scale, continuous technical support, and articulation with territorial security policies.

Based on this argument, the report identifies three central findings. First, the protection of the SDNP depends less on the creation of new legal frameworks and more on strengthening security operational capacities and governance among existing institutions. Second, park security is directly linked to the ability to integrate environmental protection, territorial control, and local livelihoods. Third, resident and surrounding communities should be treated as operational partners, rather than merely beneficiaries, in the prevention of environmental and transboundary illicit activities.

The study also highlights the need to strengthen security structures through the participation and formalisation of integrated operations among security forces, in order to address security demands along multimodal routes, with particular emphasis on fluvial routes. As a regional opportunity, the document highlights the strengthening of governance mechanisms such as those foreseen under the Integrated Border Management Office (GGIF). The state of Acre hosts the only such office that already includes the participation of neighbouring countries, Peru and Bolivia, which constitutes a distinctive feature aligned with the guidelines of the new National Border Policy enacted by decree in May 2024.

Finally, it is recommended that the government strengthens the existing ones and create new environmental and security impact assessments for regional integration projects, taking into account effects on biodiversity and the well-being of local communities. The establishment of secure communication channels, such as hotlines and community liaison mechanisms, between residents and authorities is essential for the protection and sustainability of the SDNP and the communities living within it. The report also strongly recommends inter-institutional integration in projects designed to address security demands in the region, with examples including the GGIF and the CISPA (Integrated Centre for Security and Environmental Protection).



1. Introduction

The present study is situated within the context of an international comparative analysis aimed at providing clear and practical guidance for practitioners and public policymakers working in Security Sector Governance and Reform (SSG/R). The SDNP was created with the objective of protecting and preserving a representative sample of the ecosystems of the Western Amazon. With an area of 8,375.55 km², the SDNP is located in the state of Acre and covers portions of the municipalities of Cruzeiro do Sul, Mâncio Lima, Marechal Thaumaturgo, Porto Walter, and Rodrigues Alves (see Table 1), representing approximately 5% of the state's territory. For comparison purposes, this area is equivalent to 20% of Switzerland.

Table 1 - Area of the SDNP by municipality and demographic characterization

Municipalities – Serra do Divisor National Park							
UF	Municipality	Population (IBGE 2018)	Non-urban Population (IBGE 2010)	Urban Population (IBGE 2010)	Municipality Area (ha) (IBGE 2017)	Protected Area within the Municipality (ha)	Protected Area within the Municipality (%)
AC	Cruzeiro do Sul	87.673	23.183	55.324	877.940,30	135.113,88	16,07%
AC	Mâncio Lima	18.638	6.456	8.750	545.285,30	280.778,75	33,40%
AC	Marechal Thaumaturgo	18.430	10.258	3.969	819.169,20	74.814,62	8,90%
AC	Porto Walter	11.720	5.853	3.323	644.383,00	250.210,81	29,77%
AC	Rodrigues Alves	18.504	10.074	4.315	307.695,10	99.702,48	11,86%

Source: IBGE, 2025

The relevance of the Park lies in its geomorphological and biological characteristics, which make it one of the areas of highest biodiversity in the Amazon and a unique ecological transition zone, between the Amazonian lowlands and the mountain and hill formations influenced by Andean uplift. The physiographic complex of the Serra do Divisor is composed of four main massifs: the Jaquirana, Moa, Juruá-Mirim, and Rio Branco ranges. This notable characteristic of the region as a watershed divide, separating the Ucayali River basin (Peru) and the Juruá River basin (Brazil), results in a high degree of species endemism, particularly in its massifs and campinarana areas. The Park has records of 1,162 species of vascular plants and 1,233 animal species, including 485 bird species, 43 mammal species, and more than 100 amphibian species (ICMBio, 2025; UNESCO, 2025).

2. Methods

The report will employ qualitative methods for the analysis of both secondary and primary data, focusing on the three pillars of the study concerning the communities surrounding SDNP: 1. Frameworks for National Park Protection; 2. Reconciling Security and Ecological Imperatives (including Governance & Oversight); and 3. People-Centred Security and Community Engagement. To this end, the main methodological approach

adopted is the case study with field research. For this purpose, multiple sources of data will be used, including semi-structured interviews, direct observations, and document analysis.

Regarding primary data, it was collected through semi-structured interviews and/or focus groups with key stakeholders, particularly: Federal actors – Chico Mendes Institute for Biodiversity Conservation (ICMBio); National Foundation for Indigenous Peoples (FUNAI); Federal Police; Brazilian Armed Forces. State and municipal actors – Military Police of the State of Acre; Special Border Operations Group (GEFRON); State Secretaries of Acre; Secretaries of Mâncio Lima and Cruzeiro do Sul. Local actors and communities – Women-led rural workers associations, Indigenous and riverside populations within SDNP and along the Moa River (Mâncio Lima municipality).

Secondary data was obtained from governmental platforms and official institutions, including: IBGE (population, Human Development Index, municipal area); ICMBio (data on SDNP); IBAMA, State Secretariat for the Environment of Acre, Federal Police, and CENSIPAM (data on deforestation, wildfires, wildlife trafficking, and other relevant environmental crimes); Military Police, GEFRON, and the Brazilian Army (data on crime in municipalities and the presence of actors linked to Transnational Organized Crime, among others). Additional sources will include the Military Fire Brigade, Brazilian Navy, and Civil Defense (data on floods and droughts in SDNP).

The semi-structured interview technique has been widely applied in case study research, both when interaction is needed with actors implementing public policies and with the beneficiaries themselves (Laredo et al., 2017; Alves Silveira & Souto Bolzan Medeiros, 2024). In this research, the focus lies on institutional arrangements, governance, and public policies developed in a border region that presents distinctive cultural, geographical, environmental, social, and security features. According to the Institute for Applied Economic Research (IPEA, 2023, p. 40), border regions require a broader situational analysis that, in addition to traditional indicators, considers the implications of cross-border dynamics.

Maps were developed and applied as analytical tools throughout the fieldwork. Their use enhanced communication with stakeholders, supported real-time validation of information, and improved the interpretation of territorial dynamics, thereby increasing the overall robustness and reliability of the data collected (DA SILVA et al., 2021). The field maps were generated from cartographic datasets covering administrative boundaries, Indigenous territories, protected areas, terrain and hydrography, as well as recent fire and deforestation records (2024–2025) obtained from CENSIPAM (Center for Management and Operation of the Amazon Protection System). Consequently, the maps incorporated up-to-date environmental impact information essential for the assessment.

As a complement to the stakeholder categories suggested by DCAF, and in line with discoveries made during fieldwork, we suggest the creation of a new stakeholder category – Government and agencies. This category includes State and Municipal Secretariats that promote local development within and outside the SDNP. They are important because their actions indirectly (but effectively) contribute to the park's preservation.



Table 2 - Stakeholders categories

Main Category	Subgroups / Identification	Function / Role in the Region
Security and Defense	Ministries; Border Management Agencies; Armed Forces; Police; Customs; Border Agencies; Civil Defense; Coast Guard.	Develop public security and defense policies; ensure territorial and/or public security; monitor borders, prevent crimes, and respond to emergencies.
Government and Agencies	Ministries; municipal and state governments and secretariats; governmental technical advisory bodies; churches; civil society organizations, and other.	Federal, state, and municipal entities involved in promoting sustainable development policies, providing technical assistance, and delivering public services; as well as civil society organizations and private sector entities that play a relevant role in the region.
Environmental Protection	Ministry of the Environment; Ministry of Fisheries and Agriculture; Environmental Protection Agencies; Environmental Inspectors; Park Rangers.	Develop, regulate, monitor, and enforce environmental policies; conduct actions aimed at protecting the environment, natural resources, and protected areas.
Local	Indigenous Peoples and Local Communities; communities surrounding National Parks; groups dependent on natural resources; populations vulnerable to marginalization, violence, or climate change.	Live permanently in, or rely on, the territory for their livelihoods, traditional ways of life, and/or local development projects; directly affected by environmental policies or by the absence of security.

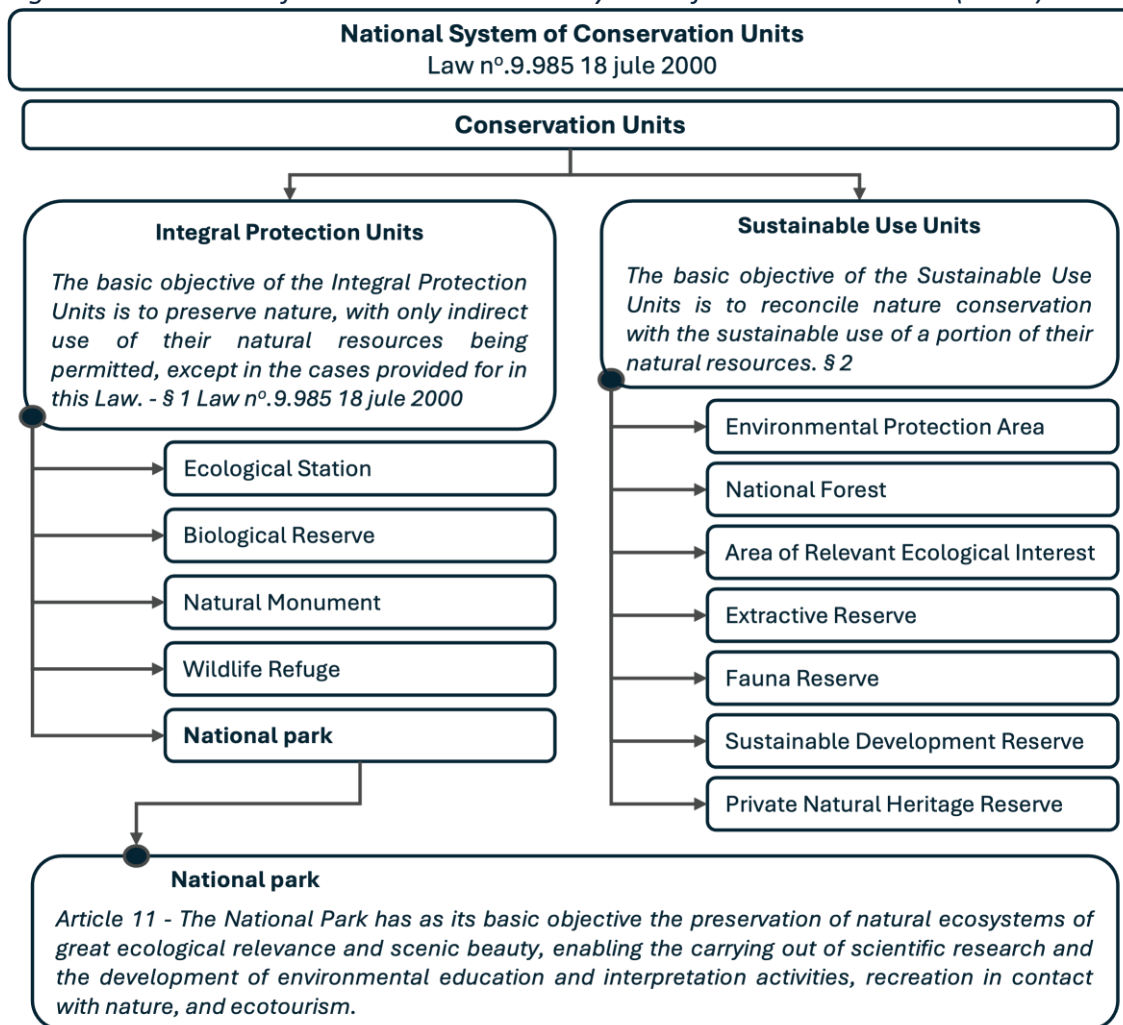
3. National Legal and institutional framework, description of relevant actors

Brazil has a broad legal framework comprising laws and decrees aimed at the protection and preservation of the environment. The first National Park created for preservation purposes was Itatiaia National Park (Decree No. 1,713, of 14 June 1937). The first Brazilian Forest Code was created in 1933 and regulated by Decree No. 23,793, of 23 January 1934. Since then, legislation has advanced in a consistent manner. Citing only those most relevant to understanding the case of the SDNP, Article 225 of the Federal Constitution of 1988 regulates environmental preservation. In its *caput* (main provision), the article states: “Article 225. Everyone has the right to an ecologically balanced environment, a common good of the people and essential to a healthy quality of life, imposing on the Public Authorities and the community the duty to defend and preserve it for present and future generations (BRASIL, 1988).” This provision highlights the character of the environment as a “common good of the people” and imposes on both the “Public Authorities and the community the duty to defend and preserve it.” In other words, from its foundation, preservation is not an end in itself, and care for the environment is not the exclusive responsibility of state agencies, but also a duty of the population. This is important for understanding why, in certain National Parks and other Conservation Units in Brazil, the presence of resident populations is permitted. Article 225 of the 1988 Federal Constitution is currently regulated by the SNUC, created by Law No. 9,985, of 18 July 2000.



The SNUC categorises and regulates the uses of federal, state, and municipal Conservation Units (UCs). There are twelve types of Conservation Units, five classified as Strict Protection and seven as Sustainable Use (see Figure 1). National Parks in Brazil fall under the category of Strict Protection Units, and their use must be regulated by a specific Management Plan.

Figure 1 – Structure of the Brazilian National System of Conservation Units (SNUC)



Source: Brazil, Law N°. 9.985/2000.

The Serra do Divisor National Park (SDNP) was created by Decree No. 97,839 (16 June 1989). The Park’s Consultative Council was established by IBAMA Ordinance No. 78/2002 (5 July 2002), and the Park Management Plan was approved by IBAMA Ordinance No. 164 (24 December 2002). These instruments constitute the legal framework for the creation and management of the Park. In comparative terms, the National Park is the oldest protected area created in the northern region of the state of Acre. Between 1998 and 2009, several Indigenous Lands were established in areas adjacent to or within the buffer zone of the National Park, in both Brazil and Peru. None of these areas overlap with the original area of the SDNP (see Table 3).



Table 3 - Legal boundaries of public territories Serra Divisor National Park and surrounding area

Category/Name		Ethnic Group	Status*	Legal Instrument (Year)	Area ha
Brazil	National Park – Serra do Divisor	-	Created / Established	Decree No. 97.839 – 16 June 1989	837.555,19 ha
	Indigenous Land – Arara do Rio Amônia	Arara	Declared	Portaria - 2.986 - 08/09/2009	20.925,16 ha
	Indigenous Land - Poyanawa	Puyanawa	Registered in CRI or SPU	Decreto - s/n - 30/04/2001	24.726,04 ha
	Indigenous Land - Nukini	Nukini		Decreto - 400 - 24/12/1991	32.581,94 ha
	Indigenous Land - Jaminawa do Igarapé Preto	Yaminawá		Decreto - s/n - 11/12/1998	25.702,63 ha
Peru	Indigenous Reserve -Isconahua	Isconahua	Decreed	DS N° 007-2016-MC	299.909,63 ha
	Indigenous Reserve – Yavarí	Matsés and Isconahua		N° 007-2021-MC	110.1187,08 ha
	Native Community – San Mateo (Ampliación I)	Ashéninka	Titled	0155-98-CTARU-DRA (1998)	8.948,80 ha
	Native Community - San Mateo			0155-98-CTARU-DRA (1998)	22.031,97 ha
	Native Community - Alto Tamaya - Saweto			045-2003-GRU-DRSAU	78.676,73 ha

* The terms “Declared,” “Registered in CRI or SPU,” “Decreed,” and “Titled” refer to different stages of the legal recognition process of Indigenous or traditional territories in Brazil and Peru. “Declared” indicates formal recognition without full registration; “Registered in CRI or SPU” denotes complete legal registration in the Real Estate Registry (CRI) and/or the Federal Heritage Secretariat (SPU) of Brazil; “Decreed” marks official creation by decree, common in Peru; and “Titled” means the community has received its collective property title, representing full legal security.

Indigenous Lands in Brazil do not fall under Article 225 of the Federal Constitution of 1998 nor under the SNUC; they are subject to their own regulatory framework. Rights to Indigenous Lands are guaranteed by Article 231 of the Federal Constitution of 1998 – Art. 231 (caput): “Indigenous peoples are recognized for their social organization, customs, languages, beliefs, and traditions, as well as their original rights to the lands they traditionally occupy, and it is the responsibility of the Union to demarcate them, protect them, and ensure respect for all their property.” Indigenous Lands have their own territorial management policy, regulated by Decree No. 7,747/2012 (PNGATI — National Policy for the Territorial and Environmental Management of Indigenous Lands), which provides for the establishment of Territorial and Environmental Management Plans (PGTAs). In cases where there is overlap between an Indigenous Land and Conservation Units, FUNAI and ICMBio established shared management procedures through the Joint Normative Instruction No. 01 (9 September 2014).

Although the SDNP does not have any delimited area overlapping with Indigenous Lands, it is important to note that Indigenous Lands are located in its surroundings and, by law, are not preservation areas but rather areas where Indigenous peoples may legally carry out extractive and productive activities. In other words, the Park does not have other strictly protected areas in its immediate surroundings or within its buffer zone.

a. Stakeholder mapping

In the context of the SDNP, the Brazilian Armed Forces act as a subsidiary support actor, rather than as an environmental management authority. According to Article 142 of the Federal Constitution of 1988, their mandate includes national defense and the guarantee of law and order, which in border areas intersects with territorial control and the prevention of transnational illicit activities. Complementary Law No. 97/1999 authorizes the Armed Forces to conduct subsidiary actions in support of federal authorities, including assistance to environmental agencies in combating environmental crimes and in securing sensitive border areas. In such cases, they may operate in coordination with IBAMA, ICMBio, and public security institutions, providing logistical support, mobility, surveillance capacity, and a deterrent presence in remote locations. This role has been operationalized through Law and Order Guarantee operations (Garantia da Lei e da Ordem – GLO) with an environmental focus, such as Operations Verde Brasil I and II, which supported environmental enforcement efforts in the Amazon. Although not specific to the SDNP, these operations provide a relevant precedent for the potential contribution of the Armed Forces to the protection of protected areas in border contexts. The involvement of the Armed Forces in the SDNP should therefore be understood as exceptional, complementary, and time-bound, subject to civilian oversight and coordination with the competent environmental authorities, and aligned with conservation objectives and the rights of local populations.

Among the actors in the security and defence sector in the state of Acre, there is a functioning space for dialogue and coordination, including integration with neighbouring countries, through meetings of the GGIF. This is a public security governance mechanism embedded in the National Border Policy (PNFron), the Integrated Border Protection Program (PPIF), and the organisational structure of the State Secretariat for Justice and Public Security. These offices have a federal legal basis for their operation but were designed, from the formulation of the PPIF, to function in a decentralised manner in each state. Within the GGIF, actors from the Unified Public Security System (SUSP), including the Military Police, Civil Police, Federal Police, Fire Service, Brazilian Intelligence Agency (ABIN), Armed Forces, and state and municipal secretariats, meet periodically to discuss, propose, and coordinate actions aimed at reducing violence and crime. In the case of Acre, the GGIF is the only one in the country with an international dimension, with representatives from Peru and Bolivia invited to meetings held in Assis Brasil, located at the tri-border area. Records indicate that meetings of the international GGIF have taken place since at least 2009.

Table 4 - Main Stakeholders

	Stakeholders Identification	Legal framework / Function / Role in the Region
Security and Defense	Armed Forces	<ul style="list-style-type: none"> Article 142 of the Federal Constitution (1988): Defines the role of the Armed Forces and their use to guarantee law and order at the initiative of any of the Powers. Complementary Law No. 97/1999: Regulates the organization and employment of the Armed Forces, regulates subsidiary actions, operations in the Border Strip, and details the functioning of the GLO (Guarantee of Law and Order). General subsidiary actions: Support for community events and public health campaigns, Relief for victims of natural disasters and logistical support in cases of calamity, Participation in Guarantee of Law and Order (GLO) operations, Preventive and repressive actions against cross-border and environmental crimes, Cooperation with national development and civil defense. Decree No. 3,897/2001: Guidelines for the use of the Armed Forces in the GLO.
	Federal Police	<ul style="list-style-type: none"> Article 144, paragraph 1 of the Federal Constitution (1988): Defines the constitutional role of the Federal Police PF's actions in the border region: Maritime, Airport and Border Police, Combating Transnational Crimes, Federal Judicial Police, Overt and Investigative Action.
	Military Police (State police)	<ul style="list-style-type: none"> The Acre Military Police was created in May 1916. It is governed by the Basic Organization Law of the Acre Military Police: Complementary Law No. 15/1987.
	GEFRON	<ul style="list-style-type: none"> Acre Border Police Group (GEFRON): created by decree 3,651 (September 10, 2020) GEFRON's main responsibilities: Combating cross-border crimes, Inspection operations, Border policing, International cooperation
Government and Agencies	State of Acre	<ul style="list-style-type: none"> State Law 1,277 of January 2000. Establishes the State Policy for Economic-Ecological Zoning (ZEE) in Acre; State Complementary Law, No. 159, of December 29, 2005, approved the map and description of the limits of the ZEE of Acre, consolidating the zoning phase II;
	Municipality of Cruzeiro do Sul	<ul style="list-style-type: none"> Complementary Law No. 34/2006 Establishes the Master Plan of Cruzeiro do Sul
	Municipality of Mâncio Lima	<ul style="list-style-type: none"> Law 226/2006 Establishes the Master Plan of Mâncio Lima
	EMBRAPA	<ul style="list-style-type: none"> The Brazilian Agricultural Research Corporation (Embrapa) was created by Law No. 5,851, of December 7, 1972; Scope of activities: Research and development, Technical support, Innovation and technology transfer, Cooperation, International activities.
Environmental Protection	IBAMA	<ul style="list-style-type: none"> Created by Law No. 7,735 of February 22, 1989; Scope of action and main responsibilities: Environmental police power, Environmental licensing, Environmental quality control, Use of natural resources, Monitoring and control, Federal Technical Registry.
	ICMBio	<ul style="list-style-type: none"> Law No. 11,516, of August 28, 2007 – Creates the Chico Mendes Institute for Biodiversity Conservation (ICMBio) and regulates its activities; Scope of action and main responsibilities of ICMBio: Management of Federal Conservation Units (UCs), Environmental Police Power, Research and Monitoring, Implementing Sustainable Use and Traditional Populations, Environmental Education, Ecotourism. ICMBio Instruction No. 11 of July 2010 – regulates advisory councils, ICMBio Instruction No. 9 of December 5, 2014 – regulates the composition of the Management Councils of federal UCs; Creation of the SDNP Council: Ordinance No. 78 of July 5, 2002;
	FUNAI	<ul style="list-style-type: none"> Created by Law No. 5,371, of December 5, 1967; Currently, it is linked to the Ministry of Indigenous Peoples, since 2023; Scope of Work and Responsibilities: Protection and Demarcation of Lands, Inspection and Monitoring, Sustainable Development, Protection of Isolated Peoples, Rights and Citizenship, Promotion of Culture, Legal Assistance.

b. Regional and International commitments

Brazil and Peru are signatories to multilateral treaties on biodiversity and climate protection, which underpin national conservation policies. There are also bilateral agreements and specific border integration mechanisms. Both countries participate in multisectoral forums on the Amazon. Together, these elements create a legal and political framework for cooperative actions that could influence the protection of the SDNP, but this framework is not effectively operationalised. This is because, in the Amazonian portions of their territories, both countries have a wide range of protected areas of different types, in addition to Indigenous lands, which makes the SDNP (and its Peruvian counterpart) just one more protected area within a vast territory.

Among the major international mechanisms, the Convention on Biological Diversity (CBD, 1992), the United Nations Framework Convention on Climate Change (UNFCCC, 1992), and the Paris Agreement (2015) stand out. The Amazon Cooperation Treaty (ACT, 1978) and the subsequent establishment of the Amazon Cooperation Treaty Organization (ACTO, 1985) were initially a response by Amazonian countries to pressures advocating for the internationalisation of the region or the transfer of part of state sovereignty over these territories (FRANCHI, 2013). In recent decades, however, ACTO has shifted its focus towards sustainable development programmes, forest monitoring projects, and environmental surveillance technologies among Amazonian countries.

In the security domain, the United Nations Convention against Transnational Organized Crime (UNTOC – Palermo Convention, 2000) and the Treaty on Legal Assistance in Criminal Matters between the Federative Republic of Brazil and the Republic of Peru are two important mechanisms for combating transnational crime. Cooperation in addressing transnational organised crime has increased in recent years between the two countries. An example of this is the series of trilateral meetings involving Brazil, Peru, and Colombia promoted by the United Nations Office on Drugs and Crime (UNODC), which have strengthened cooperation against transnational crimes in the Amazon region, with an emphasis on information sharing, coordination of strategies, and strengthening investigative and enforcement capacities against criminal networks operating along the border. These initiatives, at least within coordinated forums, focus on environmental crimes and drug trafficking. The most recent meeting was held in August 2025 (UNODC, 2025a).

The agreement between Brazil and Peru establishing the “Brazil–Peru Border Integration Zone” (Zona de Integração Fronteiriça Brasil–Peru – ZIF Brasil–Peru) defines sectors of cooperation along the border and creates a legal framework for integrated policies on social development, security, and environmental protection in the Brazil–Peru–Bolivia tri-border region. This treaty has had positive effects on the municipalities of Iñapari and Assis Brasil (BRASIL, 2025). This type of initiative needs to be extended to the northern region of the state of Acre and coordinated with the department of Ucayali, thereby covering the border area where the SDNP is located.

c. Challenges and opportunities

The institutional arrangement surrounding the SDNP faces challenges related to social participation, interinstitutional coordination, and the territorial distribution of security and environmental protection actions. A first challenge concerns the need to expand the participation of different population groups linked to the park in structured dialogue with ICMBio and IBAMA. Although approximately 1,300 people reside within the park, in addition to communities in the buffer zone and populations from the five neighbouring municipalities, this presence is not consistently reflected in systematic representation within the advisory council or other formal consultation mechanisms. This limits information flows and constrains the development of shared solutions.

A second challenge relates to the integration of security, defence, environmental protection, and development actors into the multilevel governance system. Interagency cooperation and coordination actions in the Brazilian Amazon tend to occur with relative ease once authorisation from Brasília and the necessary resources are available. In general, managers of federal entities and commanders of units based in the Amazon are open to collaboration, as they have territorially extensive areas of responsibility and limited human and material resources to address all demands. Cooperation therefore facilitates the fulfilment of their mandates. However, there are specific issues that could be improved. Interviews point to high staff turnover, limited personnel, and asymmetric capacities among federal, state, and municipal institutions. These factors hinder the consolidation of sustained cooperation routines and tend to favour reactive rather than preventive operations. Coordination relies on both formal structures and informal communication channels, but still lacks joint planning that systematically incorporates the territorial specificities of the SDNP and its surrounding areas. In this context, opportunities emerge from strengthening existing governance mechanisms, particularly integrated management forums, and aligning them more closely with the needs of the Juruá Valley. The experience of the GGIF in Rio Branco and Assis Brasil serves as a reference for more regular engagement of actors operating in the Juruá Valley, including environmental agencies and representatives of local communities.

There is also scope for increased participation by state and municipal public authorities alongside residents' associations and Indigenous organisations, promoting local sustainable development as a means to expand access to employment and income for populations residing within the SDNP and its buffer zone, in ways compatible with park conservation. Technical assistance aimed at identifying and developing territorial vocations is relevant, including community-based ecotourism and its related activities; family farming based on agroforestry systems integrated with forest ecosystems, such as the use of native cocoa areas and the extraction of honey from native bees within the SDNP; and, in the buffer zone, intercropped agroforestry systems, as well as small community-based agro-industries to process cocoa, coffee, açaí, cassava, and other forest products, ensuring income for families and avoiding predatory extractive models. It should also be noted that the establishment of a strong social fabric not only contributes to environmental preservation

but also helps mitigate problems associated with transnational illicit activities present in the region.

4. Governance Framework for protected areas

Governance related to the management of protected areas in Brazil is complex. There are legal frameworks that establish and validate them, such as decrees creating councils, defining management plans, and establishing spaces for dialogue where different actors are expected to meet and deliberate. However, due to the size of the country, local specificities, and advances in technology, these formal spaces are sometimes supplemented or replaced by faster, everyday mechanisms, such as direct communication between actors, as will be shown later in the text.

The main legal frameworks related to the SDNP are Decree No. 97,839 of 16 June 1989, which created the SDNP “with the objective of protecting and preserving a representative sample of the ecosystems present there, ensuring the preservation of its natural resources and providing controlled opportunities for public use, education, and scientific research”; Law No. 9,985/2000, which established the SNUC and sets criteria and rules for the creation, implementation, and management of conservation units; and the SDNP Management Plan, which defines zoning, conservation programmes, scientific research, community use, recreation, tourism, and environmental education.

With regard to coordination, oversight, and governance mechanisms, the main management authority of the SDNP is the ICMBio, a federal agency linked to the Ministry of the Environment (MMA). The MMA provides ministerial oversight of policies, funding, and broader strategies, including integration with national conservation programmes. In addition, there is the Consultative Council, established by Ordinance No. 78 of 5 July 2002, composed of various local representatives, including communities, NGOs, municipal governments and municipal legislative bodies from the five municipalities surrounding the SDNP, universities, commercial and industrial associations, the Army, trade unions, the National Institute for Colonization and Agrarian Reform (Incra), and representative organizations of Indigenous peoples.

The functioning of the Park’s Consultative Council is explained by the ICMBio manager: *“Even as an institutional determination, the Park Council is active and meets every six months, that is, two meetings per year. So we organise it, for example, in April and December or March. We try to hold two meetings per year. This is how we present our activities, what we are doing, what we plan to do, and they also present their demands to the councillors. Because one council meeting is often very distant from the next, and in six months a lot can happen. We have a WhatsApp group with the councillors.”* (ICMBio Manager, 2025). Within the SDNP there is also community governance, as residents live within the protected area and carry out economic activities inside the park, since the Management Plan provides programmes to reconcile the presence of these populations with conservation objectives.

In terms of enforcement, monitoring, and protection, within the context of security



dynamics, IBAMA implements federal environmental policy in Brazil. It monitors and enforces compliance with environmental legislation, acts against crimes such as deforestation, illegal hunting, and predatory fishing, and responds to environmental emergencies such as fires or accidents that may affect the environment. The agency also has environmental police powers. However, in an interview conducted on 20 October 2025 with the Head of IBAMA in the city of Cruzeiro do Sul, the Institute has only four staff members operating in the region and generally provides support to ICMBio and the Federal Police during enforcement actions in conservation units. According to the interviewee, the Federal Police and the Brazilian Army have greater legal capacity to act in the SDNP. He also noted that the Civil and Military Police maintain environmental monitoring in the area.

Table 5 - Governance Framework

Level	Legal Instrument (Year)	Function / Role in the Region
Environmental and sustainable development	National System of Nature Conservation Units Law No. 9,985, of July 18, 2000	It defines the rules, principles, and instruments for the creation, implementation, and management of conservation units in Brazil.
	Creation of the SDNP Decree No. 97,839, of June 16, 1989	Creation of the Serra do Divisor National Park, encompassing lands in the municipalities of Mâncio Lima and Cruzeiro do Sul, with the objective of protecting and preserving a sample of the ecosystems existing there, ensuring the preservation of its natural resources, and providing controlled opportunities for public use, education, and scientific research.
	Advisory Council of the SDNP ICMBio Ordinance No. 78, of July 5, 2002	It establishes the Advisory Council of the Serra do Divisor National Park as part of the park's governance, responsible for supporting and guiding the planning and management of the conservation unit.
	Management Plan for the SDNP Ordinance 164 of December 24, 2002	It establishes the technical and regulatory guidelines for the management, use, and protection of the conservation unit, as foreseen in the SNUC.
Security	Decree No. 11,319, of August 29, 2023	Establishes the basic organizational structure of the State Secretariat of Justice and Public Security - SEJUSP and revokes Decree No. 5,624, of March 27, 2020.
	National Border Policy (PNFron) Decree No. 12,038 of May 29, 2024.	Coordination spaces for articulation, information sharing, promotion of structuring projects, and international cooperation, strengthening governance and joint action among federative entities in border regions. Such coordination occurs at the federal, state, and municipal levels to promote security, sustainable development, regional integration, human rights, citizenship, and social protection along Brazil's borders, with the aim of combating transnational crimes and improving security in the border zone.
	Integrated Border Protection Program (PPIF) - Federal Decree No. 8,903 of November 16, 2016.	
	Integrated Border Management Office (GGIF)	

In addition to ICMBio, the Federal Police, and the Army, another body operating in the SDNP is GEFRON, linked to the Acre State Secretariat of Justice and Public Security, which operates in the border region through integrated actions with the Military Police, Civil Police, Penal Police, and Military Fire Brigade. All actors in the security and defence category stated that the crimes currently most affecting the region are environmental crimes and drug trafficking, the latter occurring via rivers and internal trails within the SDNP. All interviewees



also highlighted that cooperation among security and defence forces, when requested, is positive. According to the head of ICMBio, *“The relationship with the police forces here is good [...] whenever we ask for support, they are proactive in helping us.”*

There are temporal and management-related aspects affecting enforcement, monitoring, and integrated actions in the SDNP. The head of IBAMA explained that the IBAMA unit in the city of Cruzeiro do Sul was closed in 2011 and reopened in 2018 with only one staff member. Only in 2023 did the number of staff begin to increase, meaning that the unit is still in a phase of organisational consolidation. At the time of the field research, the Federal Police delegate had been in the city for two months. He reported that he had not yet had the opportunity to meet with the ICMBio manager and was still getting to know the region and its dynamics. The Brazilian Army unit in the city was facing a change of command. This also illustrates an issue cited by all interviewees: the difficulty of retaining staff in the city and region. According to them, because the area is not attractive for permanent residence, staff remain in the city for a maximum average of three years. The Federal Police force consists of approximately 30 officers, but not all work in Cruzeiro do Sul full time. Priority is given to state-level demands and other seasonal needs. The delegate cited as an example officers who were deployed to work at COP 30 in Belém, reducing the unit’s staffing.

In terms of infrastructure, all agencies in the environmental security and security and defence categories reported the need to increase staffing levels and invest in better equipment. The following statements illustrate this point: (a) FUNAI representative: *“We are very limited here in our work. In addition to having few staff, not all of them are permanent; most are appointed positions. We do not have much infrastructure to operate, we do not have good boats and engines, but we use what is available”*; (b) Head of IBAMA: *“We mainly provide support in protection activities whenever requested by ICMBio, because our staff is very limited, so we act more in support of enforcement through joint operations”*; and (c) Federal Police delegate: *“I think the only real need we have is staffing, to handle all the demand. To carry out more actions we would need more personnel. [...] The problem for any police station located on the borders is precisely the turnover of officers.”*

Coordination among actors does not occur on a regular and periodic basis, but rather episodically, during major planned operations or specific cases. There is no monthly coordination forum, for example. Despite this, cooperation does take place. For instance, ICMBio requests support during enforcement actions, at which point, according to interviewees, cooperation is satisfactory and they receive needed support.

Regarding the use of technologies for monitoring and enforcement of environmental crimes, Brazil has robust data acquisition systems and analytical teams. Notable among these is CENSIPAM, which manages both satellite and radar imagery to generate data on deforestation, fires, illegal mining, environmental crimes, hydrological bulletins, and other information. The National Institute for Space Research (INPE), through the Amazon Forest Deforestation Monitoring Project by Satellite (PRODES), is another system for annual monitoring of deforestation in the Legal Amazon using satellite imagery. Both systems, along with the Federal Police’s Brasil MAIS platform, provide updated satellite imagery to security forces for operational planning. These and other monitoring tools are available to

public security actors. However, institutions need trained and authorised personnel to access the data. The Federal Police delegate did not specify which tools are used, only confirming that they are well equipped in terms of monitoring technologies. GEFRON representatives also did not specify which monitoring technologies they use. The main challenge lies not in access to information, but in the capacity to operate in remote and isolated areas of the SDNP and other border regions.

In the state of Acre, there is already an institutional governance framework for public security established through the Integrated Management Cabinets. Decree No. 11,319/2023, which establishes the basic organisational structure of the State Secretariat of Justice and Public Security (SEJUSP), reaffirms the role of the GGIF and the International Border Integrated Management Cabinet (GGIF-I) within this structure. This would be the ideal environment for coordinating actions within the SDNP. There is specific legislation and established actors for coordination, but still lacks an agenda focused on the security issues affecting the SDNP. Participation in GGI meetings has been marked by the presence of police forces, with representatives from Peru and Bolivia attending as guests, mainly related to border cities in the southern part of Acre. This creates space for the formalisation of an international coordination mechanism and an opportunity for engagement within the GGI as a physical space along the border suitable for common security strategies.

With regard to governance of the SDNP, there is an established institutional and legal framework, as well as informal, everyday arrangements. The presence of residents within the SDNP, the circulation of tourists, and proximity to communities in the buffer zones and the five surrounding municipalities mean that the work of environmental protection agencies (IBAMA and ICMBio) is guided by dialogue.

The institutional context is primarily defined by the Management Plan. However, there is an informal agreement between residents and ICMBio management regarding conservation and subsistence within the SDNP. One example of local governance is the positive relationship within the protected area, identified through interviews. One resident reported that since the creation of the SDNP there has always been dialogue with the agencies managing the area, but that *"[...] especially in more recent times, the dialogue has improved a lot. For example, there was the opening of a new trail in partnership between ICMBio and the association."* The resident further explained that ICMBio purchased the materials needed for trail maintenance, while residents, through the association, carried out the work. Another relevant point is the statement by the head of ICMBio, who noted that when inspectors identify hunting carried out by residents, they do not intervene, as it involves cultural practices and subsistence. However, when monitoring or reports from residents indicate hunting conducted on a large scale, for commercial purposes and by non-residents, enforcement actions are taken.

The relationship between ICMBio and SDNP residents is supported by various initiatives focused on promoting community-based tourism. In June 2025, for example, ICMBio technicians conducted workshops with Serra do Divisor residents to promote birdwatching tourism. The activity was supported by the Government of Acre (Acre, 2025). Regarding formal channels for reporting, community cooperation, or communication, there

are both formal mechanisms, such as Consultative Council meetings held every six months, and practical daily tools, such as WhatsApp. According to environmental protection agencies, reports are diverse and received through various means, including WhatsApp, during incursions and operations in the SDNP, during visits by ICMBio teams to communities, and in cases where reports are submitted to FUNAI.

Communities are viewed as part of the conservation strategy, and articulation between residents and institutions has contributed to territorial governance of the SDNP. In terms of economic activities, community-based ecotourism, such as bird and primate observation, is encouraged, which can strengthen community permanence and sustainability, provided it complies with conservation rules. Community participation in economic activities developed within the SDNP is detailed in Chapter 6.

5. Security Dynamics

a. Context specific security dynamics

The SDNP faces pressure from both environmental crimes and transnational illicit activities, particularly drug trafficking, within its territory. In both cases, due to factors related to physical and human geography, the impacts remain limited. Precisely because these impacts are still limited, it is necessary to better understand these dynamics in order to develop pragmatic and structuring action plans that can prevent the expansion of criminal activity and ensure the park's preservation in a more sustainable manner.

Transnational illicit activities

Brazil shares borders with the world's largest cocaine-producing countries: Colombia, Peru, and Bolivia. In the case of the SDNP, which borders Peru, the geographic distribution of coca cultivation and cocaine production along the Department of Ucayali is a point of concern for the Brazilian side. According to data from Peru's "Sistema de Monitoreo de Cultivos de Coca," the Peruvian territory adjacent to the SDNP concentrates one of the country's major coca cultivation areas (UNODC–PERU, 2024).

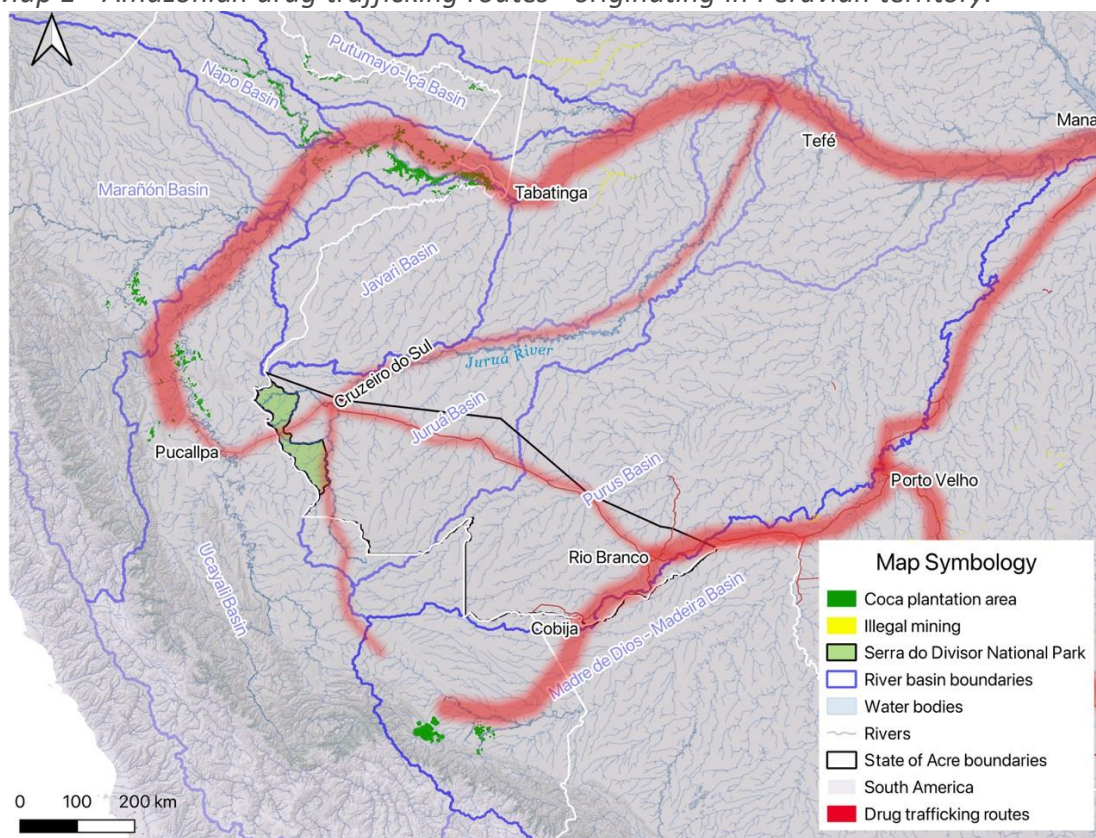
The SDNP is located between two major Amazonian drug trafficking routes. One is the Ucayali–Javari–Solimões river route, which channels cocaine produced in northern Peru and the southern Amazonian region of Colombia toward Manaus and the mouth of the Amazon River. The other route is the Rondônia–Madeira corridor, which passes south of the state of Acre, through Assis Brasil and the Madre de Dios and Madeira river basins, and may proceed toward Manaus or move southward by road and air to ports in the Northeast and Southeast of the country (see Map 1).

It is important to describe how drug transportation dynamics operate within the territory of the SDNP and in the park's buffer zone. The municipalities in the northern part of the state of Acre, where the SDNP is located, do not have official road connections with



Peru, relying only on a few unpaved roads and precarious trails. As a result, most movement occurs via river transport. The rivers that cross the SDNP can be grouped according to their characteristics. In the northern portion of the park, the Moa and Azul rivers, which have their sources in Brazil, are narrower and shallower, and their navigability is compromised during the Amazonian dry season, when water levels drop. The Juruá River differs from these, as it is one of the main rivers of the Amazon basin. It originates in Peru and enters Brazilian territory with greater water volume and sufficient draft for navigation. The Juruá-Mirim River follows a pattern similar to that of the Moa and Azul rivers, with one important distinction: it remained without monitoring by ICMBio and security forces for many years, which allowed the settlement of criminal actors and the co-optation of the local population. The Juruá River, in turn, originates in Peru and is one of the main rivers of the Amazon basin, constituting a consolidated trafficking route that runs alongside the National Park.

Map 1 - Amazonian drug trafficking routes* originating in Peruvian territory.



* The routes are estimated from historical seizure data and information gathered in the field.
 Source: Coca Plantation, UNODC, 2023; Hydrology - INPA, 2025; National Park Boundaries - RAISG, 2023; Political and administrative boundaries - IBGE, 2022. Prepared by IDESF

According to the testimony of a Federal Police representative, *“To traffic drugs [the use of trails is very common here], yes. On foot. Crossing from one river to another. I was talking to colleagues from the DRE and FIP, who are based in Juruá, when this task force combated organized crime, and they mentioned that there are various methods.”* In the northern part of the park, drugs enter through carriers using backpacks, moving along forest trails until they reach navigable stretches of the Moa and Azul rivers, or their tributaries. The



carriers use small boats to travel downstream to the municipalities of Mâncio Lima and Cruzeiro do Sul, or to other trails that lead to BR-364 without passing near urban areas. Typically, each carrier transports only a few kilograms, with small groups of men, unarmed or without rifles and heavier weapons. During an interview with a Federal Police representative, they described an incident that had occurred just over a month earlier, in which three individuals were arrested in flagrante, one of whom was considered a dangerous faction member, all carrying backpacks with drugs. The representative estimated a total of 20 kilograms of drugs, with each backpack carrying approximately 6–7 kg. *“The personnel from GEFRON managed to locate these people and brought them to the police station. Along with them was a pistol modified to fire in bursts, and another had a photo with a rifle on his cell phone, so you can see that they are not mere ‘mules,’ they are in fact professional criminals.”* When asked about the age of those arrested, they stated: *“They were young, very young.”* Finally, during a reflection with the research team, the representative emphasized how profitable drug trafficking must be, given that the logistics for transporting drugs in that region are highly complex.

Some of the trails used by traffickers are the same ones used by park residents to take tourists to waterfalls. In the park’s buffer zone, traffickers use trails and small rural roads that pass through settlements of small farmers and family agriculture (see Image 1). Statements from representatives of the Federal Police and GEFRON clearly express concern about the recruitment of these communities by drug trafficking networks: *“What we can see is that, in fact, they utilize the communities, this riverside transportation. They even make use of the population, of the community there”* (Federal Police representative).

Image 1 - Images of rural area in the buffer zone of the SDNP.



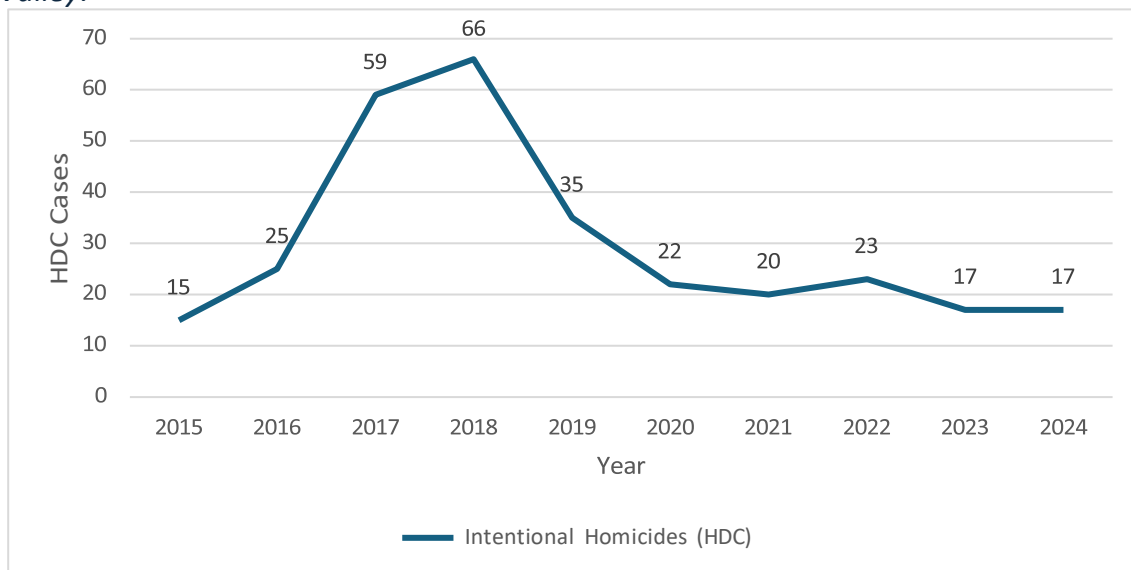
Legend: (a) Territorial marker of *Comando Vermelho* on a small abandoned rural property; (b) *“Ramal 12”* is a common rural road, unpaved, typical of the region. It generally becomes impassable during the rainy season or after days of heavy rain.

Source: IDESF, 2025

Disputes between criminal factions over routes in the Amazon have been identified by several studies as a factor responsible for increasing levels of intentional homicide (Pereira et al., 2024). The fact that the SDNP region constitutes a secondary route and is not

subject to direct territorial dispute helps explain why the state of Acre has lower homicide rates than the neighboring states of Amazonas and Rondônia (Brazilian Public Security Forum – FBSP, 2025). Data from the Public Prosecutor’s Office of the State of Acre (Colombo et al., 2025) allow for analytical disaggregation to examine, in the context of the SDNP region, figures related to Completed Intentional Homicides (Homicídios Dolosos Consumados – HDC). The most recent data, indicating 17 homicides per year, correspond to approximately 10 homicides per 100,000 inhabitants per year in the Vale do Juruá. This is a low average when compared to national data for Brazil, where the average rate typically ranges between 20 and 25 homicides per 100,000 inhabitants per year (Brazilian Public Security Forum, 2025). Another relevant finding from the data series concerns the period between 2016 and 2019, which recorded a peak of 66 homicides in a single year. According to Franchi and Rodrigues (2024), periods of confrontation or peace between criminal groups can trigger abrupt increases or decreases in violence indicators. “[...] in Brazil, the peace between the PCC and the CV ended in 2017 [...] The result was an explosion of massacres between the groups and their allies inside prisons in the northern region. The prison dispute spilled into the streets and rivers of the Amazon region.”

Chart 1 – Completed Intentional Homicides (HDC) in the cities that make up the Juruá Valley.



Source: Adapted from Colombo et al., 2025.

Another relevant finding from the report of the Public Prosecutor’s Office of the State of Acre (Colombo et al., 2025) concerns the increase in drug seizures in recent years (2021–2024). This trend is observed both in the municipalities surrounding the SDNP—Cruzeiro do Sul, Mâncio Lima, Marechal Thaumaturgo, Porto Walter, and Rodrigues Alves—and in the municipalities located along the BR-364 corridor, which is used to move drugs entering through the national park region to other parts of Brazil.

Particular attention is drawn to seizures in the municipality of Mâncio Lima, which recorded a 525% increase between 2023 and 2024; Marechal Thaumaturgo, with a 100% increase; and Rodrigues Alves, with a 22.2% increase. The decreases observed in Cruzeiro



do Sul and Porto Walter can be explained by the use of routes based on foot trails and rural access roads that pass near settlement areas in Cruzeiro do Sul (Ramal do 12 and surrounding areas). By using these paths, traffickers coming through the national park and via the Juruá-Mirim and Azul rivers avoid passing through Cruzeiro do Sul and Porto Walter and instead access BR-364 further ahead. Routes that use the Moa River as a base may still pass through Cruzeiro do Sul. In the southern area of the park, the Juruá River route and its tributaries, such as the Amônia River, pass both through the park and through the Breu area just downstream. All these routes converge toward BR-364. For this reason, the increase in drug seizures in municipalities along BR-364 is also an indicator of increased drug flows entering Brazil through the northern part of the state of Acre.

Chart 2 - Drug Trafficking Occurrences

Municipality	Total occurrences				Variation (%)
	2021	2022	2023	2024	2024 vs 2023
TOTAL ACRE	677	825	753	878	16,6
Mâncio Lima	13	12	4	25	525
Marechal Thaumaturgo	4	8	7	14	100
Rodrigues Alves	1	1	9	11	22,2
Cruzeiro do Sul (BR-364)	53	64	75	67	-10,7
Porto Walter	7	3	5	1	-80
Municipalities of Serra do Divisor (merge)	78	88	100	118	18
Other municipalities of Acre state					
Jordão	3	4	0	1	100
Manoel Urbano (BR-364)	30	28	10	20	100
Plácido de Castro	12	14	10	16	60
Acrelândia	28	22	17	25	47,1
Sena Madureira (BR-364)	42	58	85	122	43,5
Tarauacá (BR-364)	61	71	45	60	33,3
Assis Brasil	6	5	10	12	20
Porto Acre	3	8	6	7	16,7
Rio Branco (BR-364)	195	354	300	349	16,3
Bujari	14	12	16	17	6,3
Senador Guiomard	25	27	52	54	3,8
Capixaba	8	11	7	7	0
Feijó (BR-364)	61	34	33	30	-9,1
Xapuri	40	29	22	17	-22,7
Brasiléia	41	29	16	12	-25
Santa Rosa	2	5	7	4	-42,9
Epitaciolândia	28	26	17	7	-58,8

Source: Colombo et al., 2025.

Security intelligence at the state and municipal levels indicates that, following a period of disputes between criminal factions, the Comando Vermelho currently appears to

be present in the northern portion of the state of Acre, which includes the SDNP. The presence of the Comando Vermelho, associated with Transnational Organized Crime, in the rural areas of the municipalities was unanimous in the testimonies collected during the fieldwork. One representative of GEFRON commented on the faction's activities in Peru: *"The Comando Vermelho finances coca producers on the Peruvian side. They use airstrips on the Peruvian side. They use radios"* (GEFRON Major). From Peru, they use the SDNP area to cross into Brazil. Due to a lack of resources (logistical and financial), some areas of the park far from urban centers and with difficult access went for years without the presence of security agencies: *"The Juruá-Mirim went eight years without monitoring. Space for the co-optation of communities. GEFRON only resumed [operations] in 2019"* (GEFRON Major). ICMBio also pointed to the absence of state presence in this region of the SDNP.

The presence of traffickers in the area was reaffirmed by a representative of the Municipality of Cruzeiro do Sul: *"[The SDNP] is dominated, in its most isolated parts, by drug trafficking. That region that has the Ucayali River, drug trafficking has knowledge of all the streams, rivers, and tributaries that enter the national park, in all cities. [A colleague of ours] went to make a documentary at the extreme northern point of the SDNP, and for them to access that extreme point, which is a difficult-to-access location, they had to request authorization here in the city and inside the SDNP, on the Moa River and the Azul River."* One IBAMA staff member interviewed commented on the routes: *"[...] it would be the use of these two rivers, the Azul River and the Mirim River. That is where we have native cocoa."* He added that *"the Alto Juruá is possibly another route, which is within our area, our jurisdiction. And there is also the issue there of the Breu (River)"* that goes toward the Jordão community *"and the Amônia River."* This area described by the IBAMA staff member lies at the lower boundary of the SDNP. In this area, the Amônia River, a tributary of the Juruá River that originates in Peru, is a known drug trafficking route.

Drug trafficking routes move from the national park into the buffer zone. In these areas there are several family farming settlements, extractive reserves (rubber estates), and small rural properties that receive technical support from institutions such as the Amazon Environmental Research Institute (IPAM), Embrapa, and state and municipal departments of agriculture. Staff from these entities travel through the area on a daily basis to carry out their work, and in their testimonies the presence of organized crime also appeared explicitly. A representative of IPAM, speaking about rural access roads and communities in the buffer zone rather than within the national park, gave the following testimony: *"[...] here we have information that this is one of the most significant routes for international trafficking in Brazil, this Juruá route here, because we are right next to Peru, the largest cocaine producer. [...] if you carry out a very accurate survey, you can be sure that the percentage will be very high of young people who are involved today in trafficking, in factions. Not only boys, girls as well. The arrival of factions here has dominated. They entered rural communities, indigenous communities. And all communities, without exception, have a trafficking leader, in reality, a faction leader. All communities here in the region. So it is something that has already taken over; it is a parallel state."*

In the area surrounding the national park there are two Indigenous Lands, TI

Puyanawa and TI Nukini. The Puyanawa chief commented on the presence of drug trafficking in his territory: *“Before demarcation, trafficking was inside here [the Indigenous Land] because it was closer. Then people cut through. But now, with our actions, it became farther away for them. And thank God we never encountered them. But they told us that they arrived at 5, 6, 7 in the afternoon, bringing revolvers, shotguns, machine guns. They came through the park area and then through our land, where there is a trail that goes straight to São Salvador (the first community outside the National Park area).”* Regarding the Nukini Indigenous Land, a FUNAI representative stated: *“What I see as their main complaint [from the Indigenous people] is really this issue of drug trafficking. They are very afraid because of the young people, precisely because of the young people who are being co-opted or becoming users. They talk about this all the time. The last conversation I had with them, they were very concerned about how we were going to help with this issue.”*

An important fact was the silence during the recorded conversation with the focus group of residents living inside the SDNP on this topic. In Brazil, in communities dominated by drug trafficking, the so-called “law of silence” prevails, in which people do not speak about the presence or activities of criminal groups for fear of retaliation. The silence of residents inside the park, contrasted with the testimonies of agricultural technicians, municipal officials, and public security personnel, in our assessment, confirms a consolidated presence of these organizations in the territory.

It thus becomes evident that drug trafficking uses the park area and the buffer zone effectively as a transit corridor, representing one of the key challenges to be addressed in order to ensure greater security for residents and staff. This reinforces the need for increased coordination, integration, and governance among the actors responsible for public security (Federal Police, Military Police, and GEFRON) and border security, as well as among the directly affected actors (ICMBio managers, IBAMA, residents of the national park and the buffer zone, and technical staff from local and state agencies operating in the region).

Environmental security dynamics

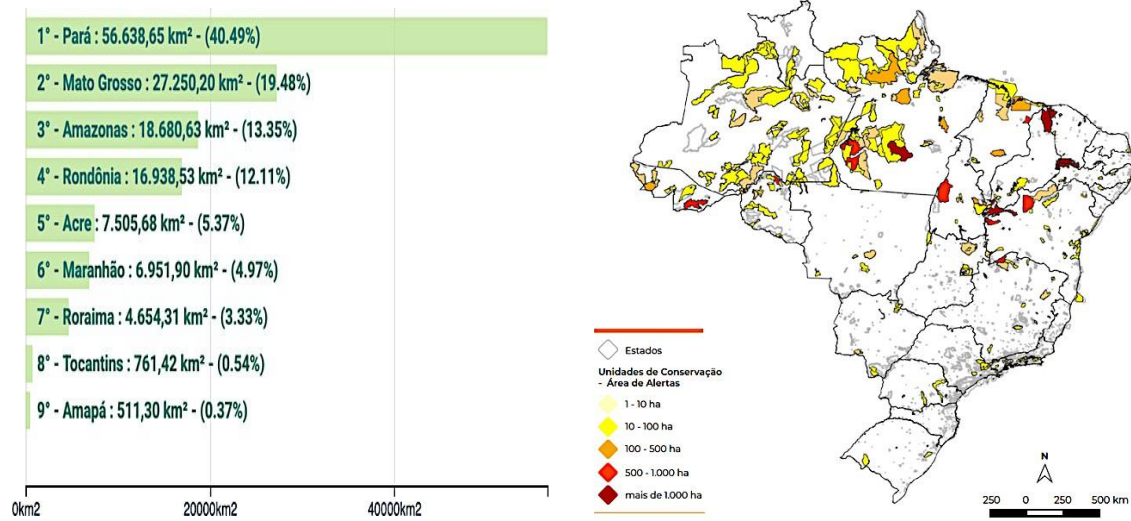
The state of Acre ranks fifth in terms of accumulated deforested area in the Legal Amazon, with 7,505 km² deforested, representing 5.37% of the total accumulated deforestation (INPE, 2025). Deforestation dynamics in the state of Acre are linked to human presence, particularly along roads and the banks of rivers and streams. The area of greatest impact is in the southern portion of the state, near the capital, Rio Branco, and in regions with access to Peru and Bolivia (the tri-border area), as well as to the south toward the states of Rondônia and Amazonas. Another major deforestation hotspot is along the axis of the federal highway BR-364, toward the municipalities of Feijó and Tarauacá, where deforestation spreads along river channels toward the interior of the state and the border with the state of Amazonas. A third deforestation cluster is located in the municipalities that encompass the SDNP. This cluster is smaller in scale compared to the other two and is located in the buffer zone between municipal seats and the park boundaries (see Map 2).

With regard to environmental security in the SDNP and its surroundings, the main



problems are deforestation, illegal burning, and illegal hunting. Due to the park’s isolation and the type of activities carried out within the National Park and its surrounding areas, deforestation does not affect a significant area, and fire events indicate land clearing of already deforested plots for subsistence agriculture rather than criminal fires aimed at suppressing large areas of vegetation. According to INPE/PRODES/Terra Brasilis data, deforestation in the SDNP increased in the last year by 30.78 km² (0.25% of the park’s area) (INPE, 2025).

Image 2 - Accumulated deforestation in the Brazilian Amazon states and affected national parks.

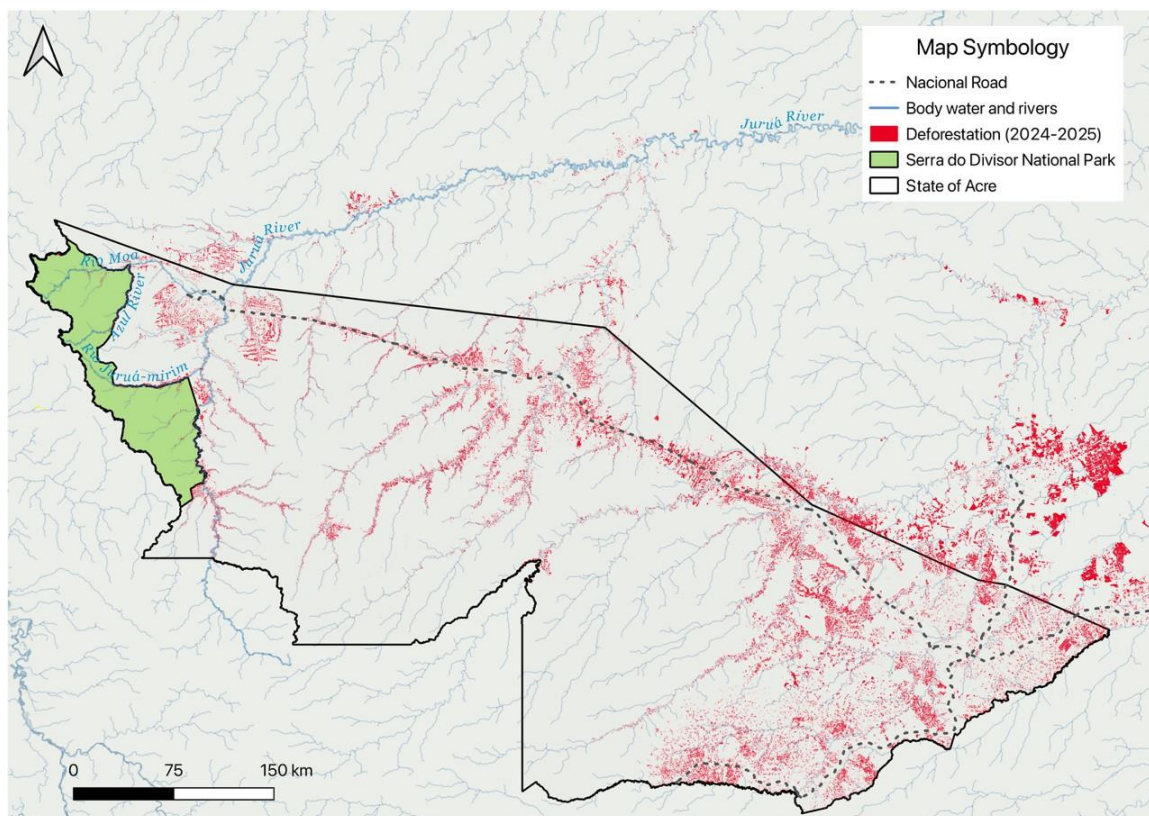


INPE, 2025 (terra brasilis)

Source: MapBiomas , 2025, p.90

Map 2 - Overview of deforestation in the state of Acre.



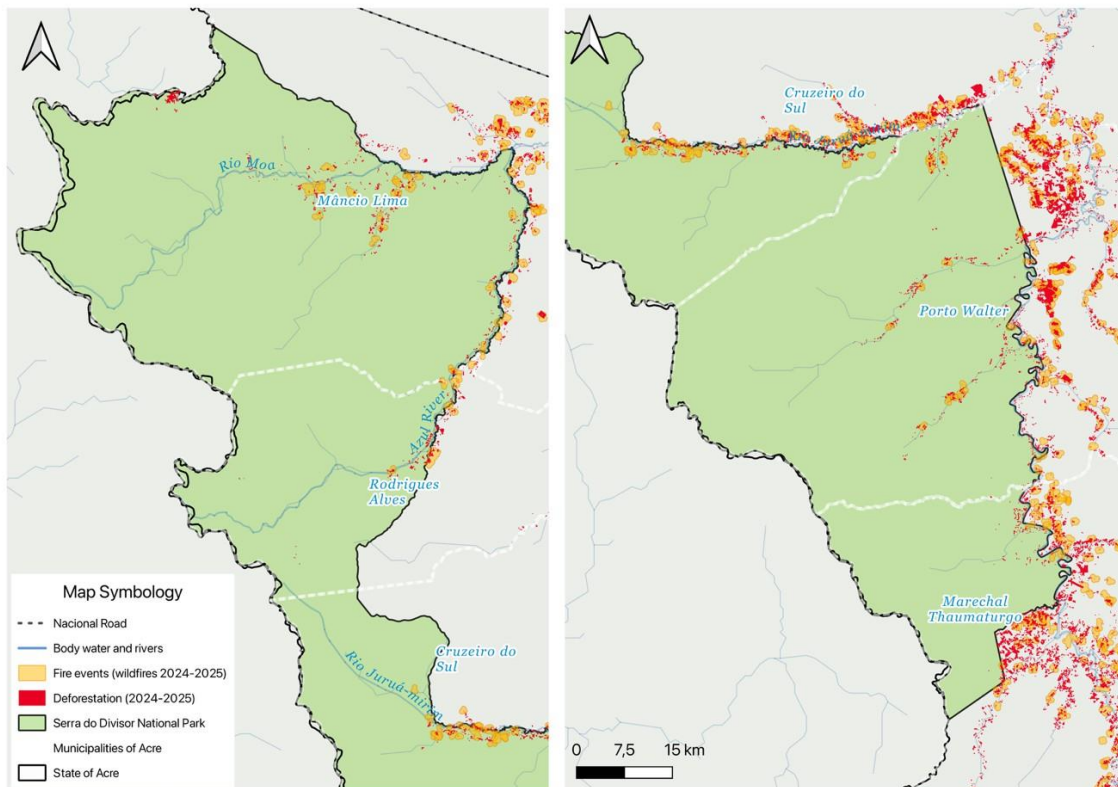


Source: Deforestation - Censipam, 2025; Hydrology - INPA, 2025; National Park Boundaries - RAISG, 2023; Political and administrative boundaries - IBGE, 2022. Prepared by IDESF

According to recent CENSIPAM data (2025), shown in Map 3, the northern part of the park, in the municipalities of Mâncio Lima and Rodrigues Alves, is located in the Moa and Azul river basins, which have a lower draft and reduced navigability during dry seasons. This limits the transport of timber and agricultural production. This region also hosts eco-lodges, and the income of families residing in this portion of the park does not depend exclusively on agriculture or extractive activities, which may help explain why this area is the least affected by deforestation and annual burning. The southern part of the park is closer to the urban centers of Marechal Thaumaturgo and Porto Walter and is influenced by the Juruá-Mirim and Juruá river basins. The Juruá River originates in Peru and is one of the main tributaries of the Solimões–Amazonas River, remaining navigable year-round. This river defines a significant portion of the southern boundary of the SDNP. Its left-bank tributaries enter the National Park area, where indications of burning and deforestation have been identified. This area of the park was also where interviewees reported more frequent presence of illegal hunters.



Map 3 - Details of environmental impacts in the Serra do Divisor National Park (wildfires and deforestation) (2024 - 2025)



Source: Wildfires and Deforestation - Censipam, 2025; Hydrology - INPA, 2025; National Park Boundaries - RAISG, 2023; Political and administrative boundaries - IBGE, 2022. Prepared by IDESF

According to the Head of the Integrated Management Unit (NGI) of ICMBio in Cruzeiro do Sul, the head of the SDNP, Mosart de Vasconcelos Pessoa Neto, “there is pressure near population centers on the SDNP, whether for deforestation or for hunting.” The IBAMA representative explained that the Institute has national groups to address this type of problem. “IBAMA carries out national mobilizations for certain activities. One example is the Amazon Deforestation Combat Group (GCDA). Whenever there is a region or a municipality with a high concentration of deforestation, the management in Brasília conducts a national recruitment and sends an operation to those locations, fully independent from the [local] superintendence and directly linked to Brasília.” According to him, “we target specific areas, starting with deforestation, and we also begin to verify issues related to biopiracy.” Edna, a representative of FUNAI, added: “we have received various types of complaints, not only related to timber, but also hunting, illegal fishing, drug trafficking, everything.”



Box 1 - Deforestation and Legalized Burning in Brazil

The analysis of deforestation and wildfires in the Amazon, especially in areas surrounding protected areas, requires a fundamental methodological caveat: the existence of vegetation suppression and the use of fire authorized by competent federal and state agencies, in accordance with the Brazilian Forest Code (Law No. 12,651/2012) and specific state legislation, such as the Acre State Plan for the Prevention and Control of Deforestation and Fires (PPCDQ-AC 2023–2027) (Decree No. 11,372/2023) and the Environmental Services Incentive System (SISA) (Law No. 2,308/2010). These processes, although legal, are not automatically differentiated in satellite image databases and deforestation alert systems produced by institutions such as INPE, INPA, or CENSIPAM. The distinction between legal and illegal deforestation therefore requires a much more in-depth analysis, which goes beyond the scope of a general monitoring report, as it demands the individualization of rural property records and the verification of authorization requests. As a result, the data presented reflect aggregate figures and do not segregate areas where processes occurred under legal authorization.

The process for obtaining authorization to use fire, known as controlled burning, begins with a formal request by the rural landowner to the competent state environmental agencies, namely the Acre Environmental Institute (IMAC) or the Acre Institute for Sustainable Agricultural and Forestry Development (IDAF). The landowner submits property documentation and a detailed burn plan, including technical justification, the area to be burned, and fire prevention and control measures. In the case of Acre, this process is guided by the State Plan for the Prevention and Control of Deforestation and Fires (PPCDQ-AC), which establishes strict guidelines and criteria for the use of fire, aiming to reduce deforestation and prevent wildfires (ACRE, Decree No. 11,372/2023). Authorization is only granted after analysis of the documentation, verification of compliance with state regulations, and often outside periods of highest fire risk, ensuring that burning is used strictly as a tool for agricultural or forestry management and not as a vector of illegal deforestation.

The ICMBio manager gave the following statement regarding enforcement actions: “So, when there are alerts, major deforestation alerts, we go there and we actually carry out enforcement actions. When, in specific periods, we see that there are hunters, whether from the community, in large numbers, because it is not that we want to eliminate hunting, since we understand that their supermarket is hunting, but when it occurs on a large scale, which is usually for sale, to be taken to the city, such as Porto Walter, which is along the way, then we actually carry out these enforcement actions.”

Hunting and fishing within and around the SDNP are practices that have been historically recorded and recognized in socio-environmental studies and in the Park’s Management Plan itself, which identifies them as activities present and as sources of pressure on fauna and aquatic ecosystems. These activities are crimes under Brazilian law. However, there is a culture of tolerance when these practices are perceived as subsistence activities. There is an ongoing debate about normative contradictions and the fact that, in many Amazonian protected areas, subsistence hunting occurs even when, formally, the management category does not allow it (Ranzi et al., 2018; Chaves et al., 2018). According to the legal classification of national parks as strict protection units (Law No. 9,985/2000) and

the protection rules established in the SDNP Management Plan, the use of fauna, including hunting and fishing within the boundaries of the unit, is formally prohibited, except for scientific activities authorized by ICMBio/IBAMA. The commercialization of wild animals, their parts, and products—including the sale of bushmeat—is expressly prohibited by Law No. 5,197/1967 and classified as an environmental crime under Article 29 of Law No. 9,605/1998, with aggravated penalties when committed within protected areas.

The interviews showed that the activity is tolerated when practiced by park residents solely for subsistence and not for commercial purposes, and repressed when carried out by individuals who are not residents of the SDNP. The residents themselves collaborate in enforcement by reporting the presence of outsiders within the park.

b. Oversight and accountability of security actors

In Brazil, the actions of public security and defense institutions are subject to a formal system of institutional oversight and accountability established by the Federal Constitution of 1988. This system involves the Executive, Legislative, and Judicial branches, as well as autonomous external oversight bodies, and defines the legal limits for state action in sensitive areas such as protected areas and border regions (BRAZIL, 1988, arts. 37 and 225). The Public Prosecutor's Office plays a central role in this arrangement. Article 127 of the Federal Constitution defines it as a permanent institution essential to the jurisdictional function of the State, responsible for the defense of the legal order and of social and individual interests that cannot be waived. Article 129 assigns to the Public Prosecutor's Office the oversight of the legality of acts of public administration and the filing of public civil actions for the protection of the environment and other diffuse interests (BRAZIL, 1988, arts. 127 and 129; BRAZIL, 1985). These attributions directly influence security dynamics by inducing the actions of environmental and security agencies. The Courts of Accounts, particularly the Federal Court of Accounts, exercise external control over public administration pursuant to Articles 70 and 71 of the Federal Constitution, which assign them responsibility for overseeing the legality, legitimacy, economy, and efficiency of the use of public resources (BRAZIL, 1988, arts. 70 and 71). This oversight extends to policies and expenditures related to public security, defense, and environmental protection, conditioning the planning and execution of state operations (BRAZIL, 1992). The Judiciary exercises jurisdictional control over acts and omissions of the State under Article 5, item XXXV, of the Federal Constitution, which guarantees access to justice in cases of injury or threat to a right (BRAZIL, 1988, art. 5, XXXV). Judicial decisions may impose obligations on the Union and the states, determining measures of oversight, territorial control, and repression of environmental crimes, with the participation of security agencies.

The actions of public security and defense institutions in the state of Acre within the context of the SDNP are embedded in an institutional oversight framework exercised by oversight and justice bodies, particularly the Public Prosecutor's Office and the Judiciary. These actors hold legal prerogatives that enable both the supervision of the legality of state actions and the accountability of managers and institutions, acting as mechanisms that

induce the presence and operation of security agencies in the territorial and environmental protection of the SDNP.

Within the Judiciary, there is a judicial decision issued on 16 July 2005 related to territorial conflicts involving the Nukini Indigenous Land and areas overlapping the SDNP. This decision resulted in the establishment of a task force composed of the Federal Police, Military Police, Brazilian Army, and IBAMA, operating inside the SDNP. It demonstrates the Judiciary's capacity to activate security apparatuses in a coordinated manner to enforce judicial decisions and to formally preserve the boundaries of the protected area. The task force, however, was not well received by the Nukini Indigenous people (ISA, 2005).

Regarding the actions of the Federal Public Prosecutor's Office, Recommendation No. 6/2025 stands out, issued in the context of the environmental licensing of the so-called "Barbary access road" in the municipalities of Porto Walter and Rodrigues Alves. The recommendation requires the complete redoing of the licensing process, the preparation of an Environmental Impact Study and Environmental Impact Report (EIA/RIMA), and compliance with procedures for consultation with Indigenous peoples. It also specifies that projects with potential impacts on the SDNP or its buffer zone depend on authorization from ICMBio. Although primarily directed at environmental agencies, the recommendation produces indirect effects on security agencies by conditioning inspection and enforcement actions against environmental crimes in the SDNP (MPF, 2025). The same project was the subject of Public Civil Action No. 1010226-68.2021.4.01.3000, judged by the Federal Court, with a partially favorable ruling that recognized irregularities in the process of opening access roads and their potential impacts on the SDNP and Indigenous lands. Although the focus of the decision is administrative and environmental legality, its practical effects include the need to strengthen territorial surveillance and state control, which indirectly implies the involvement of public security and federal agencies in preventing irregular occupations and environmental crimes in the protected area (Federal Court, 2023).

Another relevant axis of institutional oversight concerns initiatives for integrating the bioceanic route between Cruzeiro do Sul (AC) and Pucallpa (Peru). In this context, opinions issued by the Federal Public Prosecutor's Office and decisions by the Federal Court determined the annulment of bidding processes and the suspension of projects until economic, social, and environmental feasibility studies are conducted. The SDNP is explicitly identified as one of the main legal assets to be protected, due to risks associated with increased anthropogenic pressure, environmental crimes, and transnational illicit activities. These decisions impose limits on the Union, the National Department of Transport Infrastructure (DNIT), and IBAMA, and reinforce the obligation of security agencies—especially the Federal Police, the Federal Highway Police, and the Armed Forces—to act in territorial and border control (SOS Amazônia, 2023; Climainfo, 2023).

At the state level, oversight and accountability of the security sector are also exercised by the Public Prosecutor's Office of the State of Acre (MPAC), whose actions directly affect the Military Police and indirectly affect other state security agencies involved in environmental inspection and territorial control around the SDNP. In addition, the MPAC issues administrative recommendations addressed to the state Executive Branch and the

Acre Environmental Institute (IMAC), regulating environmental inspection with operational support from the Military Police, including the use of remote monitoring technologies and the conduct of enforcement actions in sensitive areas surrounding the SDNP (MPAC, 2021).

The actions of security agencies in the SDNP are shaped by formal mechanisms of oversight and accountability exercised by the Public Prosecutor's Office (federal and state), the Judiciary, and oversight bodies. These institutions not only supervise the legality of state actions but also induce the presence and coordination of the security apparatus in the territorial and environmental protection of the SDNP, whether through judicial decisions, administrative recommendations, public civil actions, or oversight procedures. Security governance in the Park therefore depends on external institutional triggers that guide, delimit, and, in some cases, induce the actions of police forces, federal forces, and environmental agencies, revealing the central role of the justice system and external oversight in maintaining the territorial and environmental integrity of the SDNP.

c. Challenges and opportunities

A global and regional dynamic that may become a challenge for the preservation of the SDNP in the coming decades concerns South American integration projects. At the global level, through the “Belt and Road” initiative, China invests in infrastructure projects that facilitate global trade. This has occurred in Latin America, where China has already invested approximately USD 104.185 billion in 228 projects (DUSSEL, 2023). At the regional level, the South American Integration Routes Project (a reformulation of the Initiative for the Integration of South America – IIRSA) seeks, for decades, to create road and airport infrastructure to facilitate physical integration among countries (MPO, 2025) (see Map 4).

Within this context of global and regional integration, one proposal raises concern for the preservation of the SDNP: the bioceanic route between Cruzeiro do Sul and Pucallpa. The proposed route connects the Port of Chancay (on the Peruvian coast) to the city of Pucallpa, continues to the border, and enters Brazil, where it crosses the SDNP in its central portion, passing through the municipalities of Rodrigues Alves and Cruzeiro do Sul to reach BR-364. The route is strategic for the development of northern Peru and the state of Acre, as it has the potential to expand access to global markets and reduce regional isolation in both regions (SANTOS, 2024). The opening of a permanent corridor in this area places two strategic vectors in tension: on the one hand, the need to promote economic development and regional integration; on the other, the urgency to ensure ecological integrity and territorial sovereignty in an area already marked by irregular occupations, land pressures, and illicit activities. Santos (2024) argues that infrastructure, if not accompanied by mitigation measures and strengthened state presence, tends to amplify processes already present within the park, reproducing errors observed in previous projects such as the Interoceanic Highway.



Map 4 - Details of the South American Integration Routes project



Source: MPO, 2025. Detail in dashed line: area of the possible Pucallpa-Cruzeiro do Sul connection that would cross the Serra do Divisor National Park.

The testimony collected in an interview with a representative of the municipality of Cruzeiro do Sul reinforces this assessment by revealing the existence of clandestine “trails” opened within the SDNP, used both for illegal occupation and for drug trafficking. According to the interviewee, *“the SDNP is most commonly accessed via rivers, but in Mâncio Lima there is already a trail from the BR road that was intended to reach Pucallpa, and this trail goes through the Banho stream access road and connects to a trail called Rio Azul, which is inside the SDNP. This trail exists and is used by farmers and large landowners. [...] Rio Azul is where the largest trail used by large landowners exists, where farms are already established, and it is also where trafficking occurs. [...] Those who maintain this route, in addition to the large landowners, are drug traffickers.”* This account shows that, even without the construction of the highway, the integrity of the Park is already weakened by illicit networks that exploit the limited presence of the State, transforming clandestine trails into corridors for drug circulation and predatory rural expansion.

The bioceanic route can be understood as a structural challenge for the states of Acre and Ucayali. From an environmental security perspective, the construction of the route may deepen the degradation of an extremely sensitive area, increasing deforestation, biodiversity loss, and land conflicts if there is no rigorous planning, binational governance mechanisms, and continuous investment in territorial monitoring and enforcement. From a public security perspective, the risk of strengthening transnational criminal organizations is a key concern, especially given that the region already functions as a drug trafficking corridor and presents historically recognized institutional weaknesses (SANTOS, 2024).



On the Brazilian side, to address security challenges in the region, the state of Acre has an active GGIF with international articulation, which includes the participation of neighboring countries. As the GGIF is a structure within the PPIF and the PN Fron, its legal framework already allows for the coordination of all local security and defense agencies and for the invitation of the Institutional Security Office (GSI), as well as other federal, state, and municipal bodies. The direct participation of a presidential-level ministry such as the GSI creates the possibility that demands raised in GGIF meetings can be addressed more swiftly in Brasília, shortening the distance between local needs and national public security strategic projects outlined by the PN Fron. From this perspective, another opportunity lies in seeking federal funding for the creation of an Integrated Center for Security and Environmental Protection, designed as a permanent space for integration and coordination among different agencies, following the model of the Integrated Center for Intelligence, Public Security and Environmental Protection (CISPA).

6. Community engagement

One of the most relevant aspects of the dynamics present in the SDNP is the interface between conservation and the presence of resident populations in the area, regulated by Brazilian environmental legislation, particularly the SNUC. Article 5, item III, of the SNUC states that the system shall be governed by guidelines that “ensure the effective participation of local populations in the creation, implementation, and management of conservation units.” In addition, another key legal instrument is the Park Management Plan, which defines permitted activities under control, such as scientific research, nature-based tourism, and the use of natural resources for subsistence, among others. It also specifies prohibited activities, including timber extraction, mining, commercial hunting, intensive land use for agricultural activities, and other practices that compromise environmental integrity.

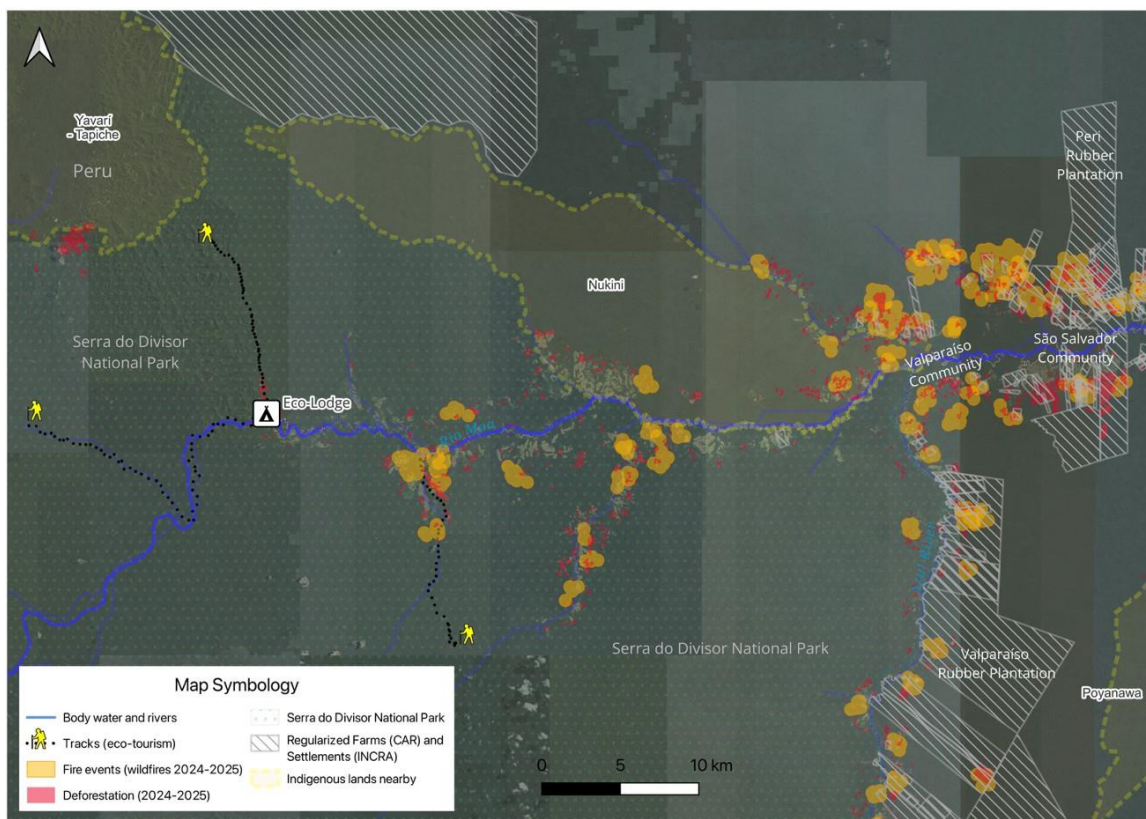
In the northern region of the park, along the Moa River basin, approximately 51 families live in the area, totaling around 1,300 people. This is the region where ecotourism, adventure tourism, and birdwatching activities take place, and where three eco-lodges are located, hosting visitors and supporting these activities (see Map 5). In the central and southern portions of the park, families are more dispersed, and their livelihoods depend primarily on activities such as agriculture and extractivism.

Ecotourism in the SDNP has contributed indirectly—but strategically—to environmental conservation, particularly given the context of a border region with low state presence and pre-existing communities. In this context, ecotourism functions as a complementary conservation instrument. This dynamic became clear during interviews conducted both with SDNP residents and with environmental oversight and security agencies. Ecotourism has served as a tool to generate economic incentives compatible with conservation and with the permanence of communities in the area—strengthening social ties—while also expanding state presence and territorial governance, promoting environmental education, and supporting area monitoring through reports submitted by residents to oversight authorities. It also contributes to the scientific and cultural



valorization of the territory.

Map 5 - Detail of the Moa River core with ecotourism trails and eco-lodges



Source: Wildfires and Deforestation - Censipam, 2025; Hydrology - INPA, 2025; National Park Boundaries - RAISG, 2023; Political and administrative boundaries - IBGE, 2022. Prepared by IDESF

Economic activities within the SDNP, in addition to ecotourism, are oriented toward subsistence agriculture and the production of cassava, cassava flour, and coffee, among others. Ecotourism has grown in recent years and is currently an economically relevant activity. The SDNP receives visitors from Brazil and abroad. One community leader living in the SDNP operates a lodge within the park and works as a birdwatching guide. He is 56 years old and was born in the SDNP region.

Regarding state presence in the area, in terms of education, there are two schools operating within the SDNP. With respect to medical and dental care, there is no basic health unit within the SDNP. Residents must travel to the municipality of Mâncio Lima or to other nearby municipalities, depending on the area of the park in which they live. There is medical care on site directed toward Indigenous populations, but there is no direct provision for park residents. Only occasionally, according to one of the interviewed community leaders, do these health professionals provide services to the general community when necessary.

With regard to food, SDNP communities produce a large portion of the food they consume, but they also access markets and fairs in the city of Mâncio Lima. In general, when necessary, residents travel by boat to the city to address banking matters or other issues with the municipal government, and they also take the opportunity to go to supermarkets. During periods of increased tourist flow, there is also greater demand for food for guests. Residents seek to combine activities that require travel to the city, as the boat trip from the municipality



of Mâncio Lima to, for example, the SDNP lodges takes approximately eight hours, although this duration may vary depending on weather conditions and river levels.

The traditional economy of both the SDNP and its buffer zones is generally subsistence-based or small-scale and, in most cases, does not constitute profitable activities. As the park is a conservation unit, there are environmental restrictions; that is, economic activities must comply with protection rules, which limits land size and land use. Deforestation, hunting, and intensive exploitation are prohibited. Previous chapters of this study have already described how informal negotiations occur between communities and institutions responsible for SDNP governance, demonstrating the need for balanced relationships between environmental conservation and community needs in order to reconcile sustainability, preservation, and income generation. Another community representative living in the SDNP explained during the interview that the community mainly depends on agriculture, as not all residents participate in tourism activities. *“We have a challenge because we live inside a park, and there are rules about what is and isn't allowed. [...] And ICMBio has been a good partner, but we also have to comply with their rules, and they also have to comply with our rules because we live in a place and need to use that area. So we've been maintaining a balance. But we want to improve, to bring projects to the community so that families there can work and have a better income.”*

Community engagement is also evident through reports that IBAMA receives from residents themselves, especially in the northern part of the park, where communities are engaged in ecotourism. The head of IBAMA explained during the field interview: *“Regarding hunting, the community itself usually makes these reports. A clear example is a community leader on the Juruá-Mirim River; they usually inform us (...) the community informs us. Like, look, three boats with hunters entered, in such and such streams, such and such rivers. So, they make this report. It's kind of like they [the community] do this patrolling for us.”*

According to the accounts of the interviewed communities, in general the population enjoys living in the region. One interviewee, aged 18, stated that he likes living within the SDNP and that living conditions have improved in recent years, mainly because they now have freezers to refrigerate food and access to the internet. When asked whether life had improved in recent years, he stated: *“Now there's electricity there, there's internet, there's a well. Now we're not limited to the river water, which during the flood season [rainy season] is muddy. It's changed for the better.”* Another resident reinforced these statements: *“If you count the time, 30 years ago, each year it's been changing more, right? Because, as I said, just the issue of energy, today we have motors for the boats. Everyone has their little motor, right? So, [...] we have freezers, refrigerators, everything, almost 24-hour electricity too. That's improved things. But the electricity always needs maintenance, right? Because of the battery, the solar panel, right? But it's improved a lot.”*

Regarding perceptions of violence, from the perspective of the interviewed communities, both those living within the SDNP and those in surrounding cities, violence is not perceived in an explicit manner. However, there is concern about the presence of criminal organizations in the region, which is evident even through “signs” observed in streets and rural areas of the municipality. With respect to security within the SDNP area, communities living



along the Moa River were questioned at different moments during the interviews about possible threats, human security, and whether they had heard reports of the presence of criminal organizations in the area. Two representatives stated categorically that they had not and had never seen this type of activity. The others present at the community meeting in the SDNP did not comment. However, manifestations in this regard emerged during interviews conducted at the Municipality of Cruzeiro do Sul on several occasions. One municipal employee, who at the time was involved in surveying fish species in regional rivers, stated that in that area, upstream toward the so-called intangible zone beyond the lodges, there are reports of organized groups involved in drug trafficking. *“Sometimes we had to explain what we were going to do in the Serra so that they would give us access to do the research, because it was a bit further from the lodges, about 3 hours by boat upriver. Then we would explain that it wasn't a matter of inspection [sometimes we were with an ICMBio team because they supported the research], or anything like that, that it was research, and then they would let us through.”*

Another municipal employee expressed a similar view: *“This happens a lot throughout the SDNP, because it starts in Marechal Thaumaturgo and ends at the park's edge, which is in the municipality of Mâncio Lima. So this entire border region is occupied by drug trafficking. There are some points there where the Brazilian Army is present, but the park is dominated in its most isolated parts by drug trafficking. In that region with the Ucayali River, the drug traffickers are aware of all the streams, rivers, and tributaries that enter the National Park, and this is true in all the towns. [...] There's also a person who worked with us; he went to make a documentary at the northernmost point of the SDNP, and to access this extreme point, which is a difficult-to-reach location, they had to request authorization both here in the city and also inside the SDNP, on the Moa and Azul Rivers.”* A community leader from the SDNP commented: *“The oversight that ICMBio carries out isn't just for the border; it's for the ICMBio area and also for the community. It's a border region, but it's not that close to the community's border because the park has what are called intangible zones, where nobody can live and there can't be any exploitation—that's the permanent protection area. The community itself is at the foot of the mountain, from the viewpoint downwards. There, residents can live, there can be planting, there can be something. From there upwards, it's only tourist and protected areas, and there are areas that even tourists can't access. That's ICMBio's responsibility, so the border is quite distant; this oversight is generally only in the community there, from there downwards, but it's only ICMBio that goes around there now.”*

For communities, in terms of food and civil security, conditions are considered reasonable, given external pressures and threats. However, two interviewees expressed concern regarding climate change. During the meeting with communities living in the SDNP, representatives were asked whether any aspect of the situation had worsened over the past 20 years. One resident mentioned severe droughts. *“It's just a matter of the weather, which sometimes gets very dry. Last year was a brutal summer [...] in other years I don't remember such a brutal drought, you know, which is a problem. The crops are already compromised, for example, watermelon didn't grow last year because of the terrible heat.”* The Puyanawa Chief expressed the same concern. *“[...] every year we notice that the amount of fish is*

decreasing. This is partly because the streams are drier, with more crops, less water, and fewer fish. So, we try to work on protecting the headwaters of the streams". These statements highlight the importance of the climate–environment–peace–human multidimensional security nexus.

a. Dynamics in communities inside or around the park and protected areas

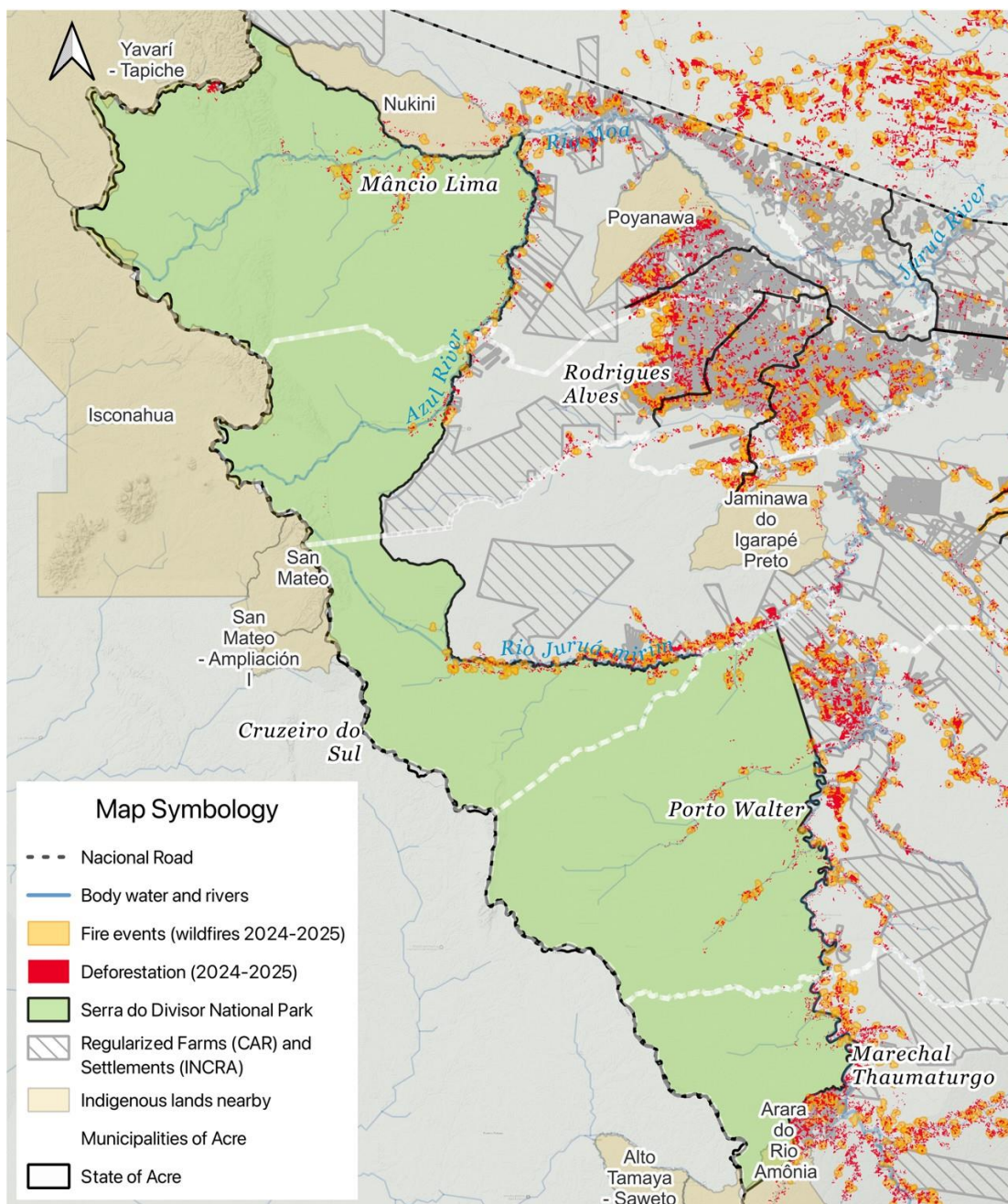
On the Peruvian side, the SDNP is bordered by a set of Indigenous Lands (Yavarí-Trapiche, Isconahua, and San Mateo) and an area of dense forest with a very sparse presence of small properties. On the Brazilian side, the buffer zone is more humanized and exerts pressure on the National Park. The northern area of the park is located in the municipalities of Mâncio Lima and Rodrigues Alves. The Nukini Indigenous Land borders the park; the Poyanawa Indigenous Land, Jaminawa do Igarapé Preto, and the Arara do Rio Amônia Indigenous Lands are located within the buffer zone.

A series of rural communities, INCRA settlements, small properties, and extractive reserves/rubber plantations are located along the rivers that cross the SDNP and form the Juruá River basin. The populations living inside the SDNP have occupied the territory since before its creation in 1989 and remain in a transitional legal condition, without land tenure regularization, which imposes restrictions on their activities. The decree that created the SDNP states, in Article 5: “The lands and improvements located within the limits described in Article 2 of this Decree are hereby declared of public utility, for purposes of expropriation,” and in Article 6: “The SDNP shall be subordinated to the Brazilian Institute of Environment and Renewable Natural Resources, which shall take the necessary measures for its effective implementation.”

The SDNP Management Plan (p. 15) provides a general description of the population living in the area. “By April 1997, when the socioeconomic survey was completed, approximately 522 families lived in the SDNP (165 in the Northern Sector and 357 in the Southern Sector).” Their activities were mainly related “to subsistence agriculture (77% of resident families), rubber tapping (6.7%), livestock raising, fishing, small-scale cattle ranching, extraction of forest products, timber extraction activities, subsistence hunting, and commercial hunting.” In practice, families living in the park were accepted as residents, but the entry of new families is not permitted. Currently, ecotourism-related activities are concentrated in the northern part of the SDNP. Access to the eco-lodges is from the city of Mâncio Lima and is carried out by boat along the rivers of the region, usually the Moe and/or Azul rivers, depending on the time of year and navigation conditions.



Map 6 - Environmental impacts in the Serra do Divisor National Park and buffer zone



Source: Wildfires and Deforestation - Censipam, 2025; Hydrology - INPA, 2025; National Park Boundaries - RAISG, 2023; Political and administrative boundaries - IBGE, 2022. Prepared by IDESF

In the buffer zones, outside the SDNP area, there are also ecotourism activities, with lodges, trails, and boat tours, such as in the Croa River community. In the southern part of the SDNP, dynamics are more focused on subsistence activities, such as small-scale agriculture and low-impact extractivism. The relationship with the State, as previously noted, is mediated mainly by ICMBio and is marked by formal and informal agreements. There are relatively recent documents addressing the routines of SDNP residents, such as the “Guidelines Plan for the Development of Community-Based Tourism in the SDNP,” published in 2021. On page 28, the publication states that residents are responsible for



controlling the entry and exit of guests, as well as the length of stay, origin, next destination, means of transport used, and purpose of travel. Another excerpt, on page 30, addresses waste management in the SDNP. “Each resident shall be responsible for the proper management of solid waste in their space and/or tourist facility, which shall be monitored by the community itself, by the managing authority, and by the management council of the Conservation Unit, and may be subject to penalties provided for in the PUP.”

All these communities coexist with external pressures, including transboundary crimes and illegal economies, which increase their vulnerability. Even so, they maintain traditional knowledge, community networks, and adaptive strategies that contribute to environmental conservation and to keeping the forest standing.

The population of the park’s buffer zone is rural, composed mainly of small family farmers and Indigenous communities. The cities surrounding the Park are Cruzeiro do Sul, Mâncio Lima, Porto Walter, Rodrigues Alves, and Marechal Thaumaturgo and, according to the Brazilian Institute of Geography and Statistics (IBGE, 2022), together they total more than 150,000 inhabitants.

The diversification of crops and the processing of certain products present both a challenge and an opportunity. From a cultural perspective, as noted, producers have historically focused on cassava production. More recently, with support from SEAGRI, Embrapa, and other local actors, investments have been made in agricultural technical assistance for Agroforestry Systems (AFS) for the cultivation of cocoa, honey, açai, coffee, pineapple, banana, cassava, among others, led by state and municipal agricultural departments. AFS uses a model of intercropped planting within the same area, with plant diversity, which mimics the structure of the Amazon forest, reduces the need for agricultural inputs, and increases the resilience of the system.

As an example, there is the “Rota do Cacau” Project and the “Cacau com Elas” Association, located in the rural area of the municipality of Cruzeiro do Sul. The initiative, led by Amazonian women whose families cultivate cocoa, represents an important advance for economic autonomy and community strengthening in the region. On one of the properties, a small agro-industrial facility is in the final stages of completion. It was built with resources from REM Amazônia/the Government of the State of Acre and is expected to begin operations in June 2026. At the time the field research was conducted, the President of the Association, Eliana de Souza, presented the family property’s Agroforestry System (AFS), the cocoa plantation, and the agro-industrial facility under construction. This facility will expand local capacity for processing and adding value to cocoa. Currently, the association markets approximately 50 kg of artisanal chocolate per year. Production is demand-driven. As Eliana explained, the women usually produce chocolate for fairs and specific events, mainly events promoting agriculture in Acre.

The inauguration of the agro-industrial facility is considered a historic milestone in the region, as the project not only diversifies income sources but also strengthens sustainable practices, such as AFS, product processing, and women’s leadership in the cocoa value chain in the Amazon. However, road conditions for transporting production are one of the main challenges, as both in rural feeder roads (rural areas of Cruzeiro do Sul and



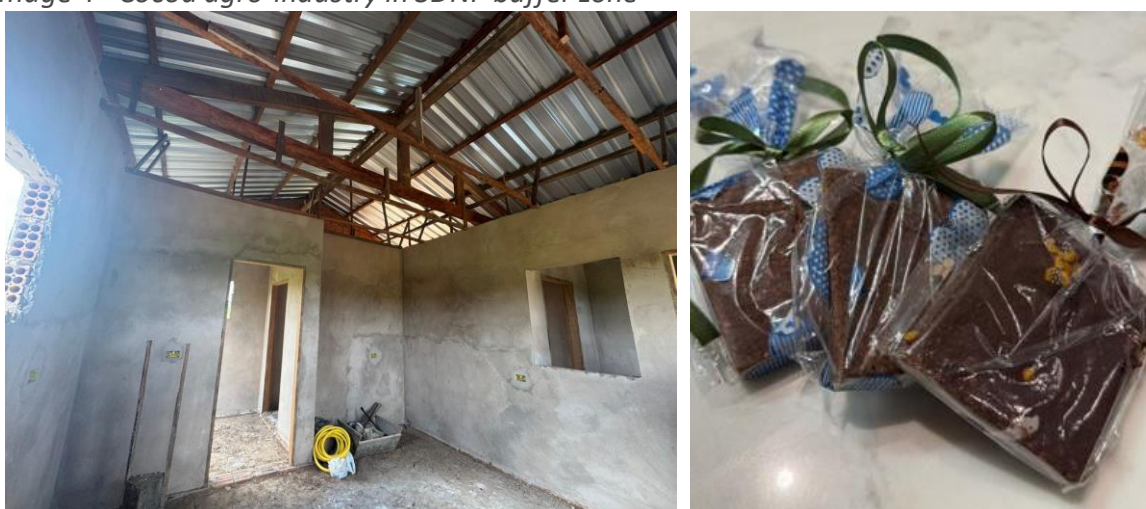
Mâncio Lima) and within the SDNP, rainfall between October and April tends to make roads virtually impassable. On Ramal 12, for example, where several rural properties and the chocolate production agro-industry of the Cacau com Elas Association are located, the municipal government provides a suitable truck to collect production from each property.

Image 3 - Agroforestry Systems in SDNP buffer zone (Cocoa, Açaí)



Legend: (a) In the buffer zone, some initiatives with Agroforestry Systems (cocoa, honey, açai, coffee, banana, and cassava) are conducted by state and municipal agriculture departments. Expected income from these crops (AFS) reduces pressure on the SDNP and creates alternatives to recruitment by organized crime. Acre has patches of native cocoa throughout the state, including in the SDNP. Faces cover for safety reasons. Source: IDESF, 2025

Image 4 - Cocoa agro-industry in SDNP buffer zone



Legend: The Small agro-industry will operate until June 2026. Currently, external sales reach approximately 300 kilograms per year (about 660 pounds), while chocolate production is estimated at around 50 kilograms annually (approximately 110 pounds). The agro-industry will enable cocoa processing, increase chocolate production capacity, extend the product's shelf life, and consequently add greater value to the chocolate produced in Cruzeiro do Sul.

Source: IDESF, 2025



Another product that remains important in the Vale do Juruá is rubber tapping, even though the production of natural rubber currently occurs on a reduced scale. The rubber tree can also be integrated into agroforestry systems, combined with crops such as cocoa, coffee, banana, cassava, and native forest species, which allows income diversification, strengthens food security, and reduces exclusive dependence on latex.

In the Indigenous village visited, of the Puyanawa people, Chief Joel reported that there are several external pressures exerted on the area where the village is located, such as drug trafficking routes, illegal hunting, and timber extraction. They report these cases to FUNAI, but the Chief emphasized that there is a very close partnership with the Federal Police. *“But the Federal Police only act in cases of flagrante. If the person wants to go to the other side of the stream, the Federal Police do not have the right to go there and approach them. Now, if he comes down the river or if they meet in the riverbed, then they can approach.”* He also stated that with regard to invasions of Indigenous lands, IBAMA has acted in an unsatisfactory manner. *“We have to schedule a field operation with IBAMA from one year to the next. There has to be pressure, and so on, we have to go to the Federal Public Prosecutor’s Office [...] IBAMA is very weakened here in the Juruá region. They have all the willingness, but due to bureaucratic constraints they can only act if it is in a situation of confrontation. For example, if the Federal Police cannot come, then IBAMA comes [...] So, they always carry out their activities here. They camp on one of these feeder roads. They always come to carry out inspections. But they cannot come at my request; they come based on a request from the Federal Police or FUNAI. It is a schedule that they organize.”*

It should be noted that Chief Joel is a city councilor in the municipality of Mâncio Lima, that is, he holds significant representativeness in the political context of the city, the state of Acre, and even at the national level. As a security and monitoring measure, the Indigenous people built support houses throughout the area. Regarding the use of resources and monitoring technologies, in an area of 24,500 hectares, Joel explained that there is an agroforestry agent who was trained through the Comissão Pró-Indígenas do Acre (Pro-Indigenous Commission of Acre). *“What we have today as support is our agroforestry agent; he took a course and received a drone.”* Joel commented that the equipment has long range and that other people in the village also know how to use GPS. *“After that, we created more houses to carry out surveillance and monitor the land, already using this equipment.”* Joel placed strong emphasis on the network of relationships they have built over the years. *“Each chief has to have direct contact and affinity with these institutions. I practically have full access, because in addition to being a chief I am a city councilor, so that made things much easier. I have open access to the Colonel of the 61st BIS of the Army, to the head delegate of the Federal Police, who until recently was Fabrício, but now, as of last month, it is Carlos Henrique—I still need to meet him. Whenever I seek the Military Police, I am always well received. And the Civil Police here in Mâncio Lima, we also have a good relationship with the delegate, you know? GEFRON, no—GEFRON is new for us. For me, I have never had contact, I have never reached out to GEFRON. But with all the others, I have open access.”*

Outside the area of the SDNP, but as a reflection of this context, technicians from Embrapa and IPAAM expressed the same perception. When asked whether they perceive the

presence of criminal organizations in rural areas, one of them stated: *“There have already been technicians and institutions that were stopped and had to go to the head of their council to explain what they were doing in that community. This is very strong, very serious. So much so that today faction leaders are using rural areas as refuge. It is not a consolidated route, not a large-scale route, but many of these communities are their routes, so they are very present there, and where there is a route, they are the ones who give the orders, you understand?”* The interviewee also explained that there have not yet been cases in which technicians had to ask for authorization to carry out fieldwork and visits to properties, but they have heard several reports that this does occur. *“We know that we are being monitored. But we operate properly identified, in uniform, with an identified vehicle.”*

b. Challenges and opportunities

The context presented highlights challenges related to retaining young people and generating “satisfactory” income in these areas. As indicated in interviews conducted with representatives of Embrapa and the Amazon Environmental Research Institute (IPAAM), there is an annual survey that addresses issues ranging from production and family farming to comprehensive health, quality of life, and perspectives for the future. Representatives of IPAAM and Embrapa were asked whether younger generations participate in these diagnostic meetings and whether they have perceptions regarding the future of youth in rural environments. According to the IPAAM technician, the last three questions of the survey relate to the participation of women and young people in rural properties. The interviewee explained that 60% of survey participants were in the 50–60 age group and that there was also a greater presence of women as leaders of these agricultural activities.

Regarding youth participation, it exists but remains limited. According to the interviewee, *“The new generations are very focused on coffee. So you see many young people thinking about coffee and cocoa, that is, crops that generate income. Young people who remain on the property think about income, not only subsistence.”* A technician from the Acre State Secretariat of Agriculture (SEAGRI) explained that this perception among young people is strongly linked to the difficulties of cassava production.

On the one hand, according to him, from a cultural perspective, cassava is the crop in which small farmers in the region feel secure. It guarantees a minimum income with each harvest. On the other hand, cassava cultivation requires high effort and generates low income. *“Cassava farming is labor-intensive and, in terms of profitability, very low, so young people see the hardship their parents endured throughout their lives with this crop. So we are seeking new paths, other economic strategies for the property. Coffee and cocoa are alternatives.”* A research analyst from Embrapa added further information: *“I have even seen it within families, parents bringing a percentage [of the money from coffee sales] to their children, because before that was only possible through drug trafficking. Coffee cultivation is having this social aspect; young people are seeing a perspective of life and income. [...] There is no point in trying to keep young people in the countryside if they do not put money*

in their pockets. And coffee uses technology, right? That also attracts young people.”

The same challenge regarding youth and succession processes was expressed by a resident of the SDNP. *“The population there is aging. Knowledge has to come now, it has to be used now to be passed on to this new generation, and there are many young people there doing nothing; their minds have to be occupied with vocational training courses. The community has to receive learning, receive proper instruction to deal with what exists there, to generate income for them in the future, because parents will not always be there; they have to learn to manage on their own, they have to have knowledge.”* Among the opportunities mentioned by the community, one SDNP resident stated that he requested from an official of the Secretariat of Tourism that when classes for children and young people begin in 2026, *“the government hire a teacher to provide environmental education classes at the school so that these young people and children grow up with knowledge of everything. We are there and we have never had something like this. It comes from the grandfather, from the father [the knowledge].”*

In Indigenous villages, such as the Puyanawa examined in this study, they annually organize a festival, an Indigenous celebration in which they host around 8,000 people in the village over six days. Cultural activities are carried out, including dance, handicrafts, games, trails, rituals, ayahuasca, medicinal baths in streams, food, and accommodation for part of this public. It is a cultural experience. According to Chief Joel, the main source of income for the village is cassava flour. After that come tourism and the sale of handicrafts. Tourism activities and handicraft sales also occur throughout the year, not only during the festival. During the field research, the satisfaction of the Puyanawa with their current subsistence routines and with the development of tourism and handicrafts was very evident, in which, some years ago, there was a process of recovering their own cultural roots, now expressed through tourism and handicrafts. A suggestion made by the Chief himself concerns the processing of cassava flour. The Chief stated that the flour they produce is of extremely high quality, but that it “lacks prestige,” and therefore suggested the creation of a label, a certificate to be affixed to the product packaging indicating its Puyanawa origin, which would add value to the flour. In this sense, such practices, especially those related to tourism, handicrafts, and agriculture, could be strengthened in other villages.

In the SDNP area, the main opportunities for the region are community-based tourism, such as ecotourism, wellness tourism, adventure tourism, birdwatching, and contemplative tourism, as well as experiences and festivals held in Indigenous villages—an activity already well consolidated but with potential for growth, as indicated by the Indigenous interviewees themselves. These models allow communities to generate income without destroying the forest.

Regarding extractivism, another opportunity relates to the production and processing of local products. Cocoa and coffee are the “products of the moment” throughout the Vale do Juruá. Acre has native cocoa areas throughout the state, including in the SDNP. In all interviews with communities, these two items were identified as having potential. On the other hand, interviewees did not express knowledge of or possibilities for extractivism of forest products that do not generate significant environmental impact and that maintain the



regenerative capacity of resources. There are crops that could be produced and even processed that are native to the Amazon as a whole, and others that occur strongly in the Vale do Juruá region, such as Brazil nuts, açaí, rubber, oils, and seeds of species native to Acre, such as andiroba, copaíba, murmuru, patauá, buriti, among others. Regarding fruits, there is significant banana production in the region. However, cupuaçu, genipap, biribá, and others could also be explored. Embrapa Acre has studies on fruit production and extractivism in the state.

Given the presence of drug trafficking using routes in the region, it is essential to offer economic and sustainable alternatives that reduce the attractiveness of illicit activities. Crops such as cocoa, coffee, and other forest-based value chains, when organized into productive arrangements that include technical assistance, certification, value addition, and market access, can generate income at scale, strengthen the local economy, and encourage families to remain in the park's buffer zone. These initiatives, integrated with agroforestry practices and sustainable management, not only contribute to conservation by keeping the forest standing, but also reinforce local governance—by creating positive economic links with environmental protection, incentives to cooperate with illicit networks are reduced, and long-term rural development is promoted. To this end, in addition to the challenges and opportunities already mentioned, attention is required regarding the routes used by drug trafficking, both within the SDNP area and in buffer zones and feeder roads of the cities in the region.

To ensure the viability of these projects, it is important to strengthen security in the buffer zone of the SDNP. This may occur through greater coordination among security forces and municipal and state bodies linked to local development (Secretariats of Tourism, Agriculture, and Planning). This coordination can take place within an already institutionalized space such as the GGIF, since it would address areas within the 150-kilometer border strip, justifying its inclusion; or similar cabinets or dialogue forums may be conceived, in which actors linked to security, conservation, and development can meet periodically. Another important point is to strengthen dialogue between SDNP residents—both in the northern and southern portions—and environmental and security oversight bodies, as a means to improve bottom-up and real time territorial surveillance mechanisms.

7. Conclusions

The study of the SDNP shows that the protection of an environmental conservation area in an isolated border region depends on the articulation of three interrelated dimensions: the legal and institutional framework, security dynamics, and relations with the communities that inhabit and use the territory and its surroundings. In addition, it also depends on human and material resources capable of financing more frequent operations, since there is no possibility (nor necessity) of establishing a permanent institutional presence within the territory of the SDNP.

With regard to environmental pressures on the SDNP, it became evident that the park



faces different challenges depending on the area under analysis. Overall, the entire park presents moderate to low levels of deforestation and use of fire for clearing cultivation plots associated with family farming and/or subsistence agriculture. There are no records of large-scale deforestation for pasture creation or indiscriminate logging. In the northern portion of the park, these activities are more limited, as the families settled there have access to income derived from ecotourism. In the southern portion, without the option of tourism-related activities, small-scale deforestation for cultivation is a more recurrent pattern. Municipal urban centers are also closer to the park boundaries in the southern portion, which facilitates uncontrolled access by individuals and, at times, illegal hunters.

Security dynamics in the region combine environmental crimes, drug trafficking through river routes and internal trails, and other illicit activities typical of border areas. In practice, responses to these threats involve a range of security and defense actors, including the Federal Police, the Armed Forces, state police forces, and specialized border units (GEFRON), operating in cooperation with IBAMA and ICMBio. Interviews indicate that although cooperation is activated when requested, there is still no consolidated pattern of sustained coordination. Limited personnel and equipment further restrict the scope of inspection actions and territorial control that can be carried out within the SDNP. As this is a low population density area, it does not make sense to establish permanent control posts. Monitoring through sensors and intelligence information-sharing are viable pathways to increase the effectiveness of operations.

The presence of resident communities within the park and its buffer zone introduces a central social dimension to governance arrangements. Practical agreements between ICMBio and residents regarding the distinction between subsistence activities and commercial exploitation, the functioning of the consultative council, and the use of informal communication channels indicate that the SDNP is managed through ongoing dialogue with local actors. The development of community-based tourism initiatives and sustainable productive projects, supported by state authorities and partner organizations, suggests that the generation of legal income in surrounding areas is a necessary component to reduce incentives for illegal activities within the park. However, there remains room to expand this collaboration with local, state, and federal authorities, in order to consolidate sustainable development alternatives at scale that can broadly serve the SDNP region and its buffer zone, thereby reducing pressure on the environment.

The regional and international commitments undertaken by Brazil and Peru in the areas of environment, climate, biodiversity, human rights, and security provide a relevant normative backdrop for the SDNP. Multilateral treaties and bilateral agreements, combined with internal security coordination mechanisms, offer instruments for police cooperation, shared management of transboundary river basins, and the strengthening of conservation policies at the border scale. The challenge lies in translating these frameworks into concrete practices in the Vale do Juruá and Ucayali, aligning diplomatic agendas with the specific needs of the two states (Acre and Ucayali) and local municipalities, so that efforts can be established in a targeted manner.

The study concludes that the contribution of security sector governance to the



protection of the SDNP depends on the ability to consolidate existing mechanisms of interinstitutional cooperation and to expand the participation of communities and local organizations in decision-making processes. Greater engagement and dialogue among the sectors and actors responsible for environmental protection, public security, and territorial development are also necessary conditions to reduce vulnerabilities and sustain, in the long term, the conservation of the SDNP in a border context shaped by strong transnational dynamics. Some of the problems identified in the SDNP are linked to global dynamics and cannot be overcome solely through municipal-level capacities.

8. Recommendations

Within the SDNP, there is scope to strengthen economic activities compatible with conservation. Agroforestry system projects based on native cocoa, which already exist, can be expanded in a controlled manner. These initiatives contribute to income generation and reduce pressure on natural resources. Low-impact ecotourism, including birdwatching, also represents a viable alternative, provided that it is regulated by the management plan and accompanied by monitoring mechanisms.

At the state and municipal levels, incentives for agroforestry systems in the buffer zone can strengthen livelihoods and reduce socioeconomic vulnerabilities. Productive chains such as cocoa, honey, açai, coffee, and their derivatives, associated with small agro-industries, can generate legal and stable income. In parallel, strengthening the presence of public security agencies in the areas surrounding the park is essential to expand prevention and response capacities regarding environmental crimes and transboundary illicit activities. The strengthening of GGIF is a central vector for coordination. Regular meetings can improve articulation among environmental agencies, security forces, and other institutions responsible for protecting the area. The GGIF can be consolidated as a space for integrated governance, oriented toward operational coordination, information sharing, and the identification of needs related to resources and capacity building.

At the national level, it is necessary to assess in an integrated manner the impacts of new transboundary integration routes on the environment and public security. Environmental and security impact studies should inform governmental decision-making. Complementarily, national comparative studies on protected areas located in border regions can support the formulation of specific public policies aligned with the particularities of these territories in terms of conservation, governance, and security.

Chico Mendes Institute for Biodiversity Conservation (ICMBio) (Park Management)

The ICMBio should strengthen the role of the Management Plan as an operational instrument, prioritizing actions that reconcile environmental conservation and the dignified permanence of resident populations. It is recommended to expand technical support for



sustainable use initiatives foreseen in the plan, focusing on low-impact agroforestry systems (SAFs), especially those based on native cocoa already existing in the territory, the extraction of native honey from stingless bees, and other activities that can be developed in accordance with the preservation rules of the SDNP. The identification and mapping of native cocoa patches can guide projects that combine forest preservation with local income generation, reducing pressure on fauna and flora and countering illicit activities. The Institute should continue to support and consolidate community-based ecotourism, with an emphasis on birdwatching and nature tourism, as an activity compatible with the park's objectives.

Brazilian Institute of Environment and Renewable Natural Resources (IBAMA)

IBAMA should maintain its integrated action with ICMBio, prioritizing qualified enforcement operations. It is recommended to strengthen the operational distinction between subsistence practices carried out by traditional residents and illegal activities of a commercial nature, in order to ensure predictability, legitimacy, and proportionality in control actions. Strengthening the institutional presence in the region, even through joint operations, is essential to expand the capacity to deter environmental crimes without compromising relationships of trust with local communities. It is also recommended that the agency periodically submit requests to Brasília for increases in staffing and budget, in order to build a record of demands that can support a future expansion of its technical personnel.

Public Security and Defense Forces

Security and defense forces should prioritize coordinated and continuous action in the surroundings of the SDNP, recognizing the park and its buffer zone as environmentally and socially sensitive areas. It is recommended to expand the use of integrated operations, with a focus on river routes and trails used by illicit activities, particularly drug trafficking. Action should remain subsidiary, under civil–military coordination, and aligned with principles of legality, accountability, and the protection of local populations. Efforts should be made to raise awareness among the population as important collaborators in building their own security, through reporting, the timely provision of information, consider risks and mitigation measures. Reinforcement of personnel and logistical assets should be sought through national funding sources; joint or mirrored procurement of equipment may facilitate greater interoperability and increase availability when needed. Another possibility is the creation of an Integrated Center for Security and Environmental Protection, designed to serve as a permanent space for integration and coordination among different agencies.

State and Municipal Governments

The state and municipal governments should expand sustainable development policies in the park's buffer zone, focusing on generating legitimate income and reducing social vulnerability. Incentives should be given to agroforestry systems, family farming, and



small agro-industries associated with products such as cocoa, honey, açai, coffee, and artisanal chocolate, respecting the environmental limitations of the territory. The regular presence of public security agencies around the park should be strengthened, in coordination with social and environmental policies, avoiding exclusively repressive approaches. State governments and their agencies also have a key role in proposing projects for national and international funds that can provide resources not only for their development agencies and communities, but also for security and defense entities, thus increasing their capacity to be present in the territory. Projects that foresee joint or mirrored acquisitions with different actors in the region have the positive potential to facilitate interoperability and the integration of actors when necessary.

Integrated Border Management Office (GGIF)

The GGIF should be strengthened as a central space for governance and integration in the border security agenda associated with the SDNP. It is recommended to expand its territorial scope, systematically incorporating demands related to the park and its buffer zone. The GGIF can function as a forum for articulating operational needs, sharing information, defining joint priorities, and requesting resources and specific training for the agencies with direct responsibility for the park's protection. The regular inclusion of environmental and development stakeholders in security discussions will contribute to a more integrated and preventative approach. In this sphere, it is also recommended to conduct continuous training for security forces, focusing on the importance of inter-institutional integration to address complex challenges, especially in border regions. This training should emphasize information sharing, operational coordination, joint action, and respect for the legal competencies of each agency. Because the GGIF is part of the PPIF and the GSI can be invited to participate, there is a real possibility that this forum will facilitate access for certain demands to reach Brasília and be dealt with quickly.

Federal Government (Planning and Infrastructure)

The Federal Government should promote environmental and security impact assessments associated with regional integration projects that may affect the SDNP, especially the potential opening of the Pucallpa–Cruzeiro do Sul route. It is recommended that impact studies consider cumulative effects on biodiversity, crime dynamics, pressure on local communities, and institutional response capacity. Furthermore, it is advisable to develop comparative studies at the national level on conservation units located in border areas, recognizing their vulnerabilities and their strategic value for sovereignty, conservation, and sustainable development.

Resident Population in the SDNP and Surrounding Communities

The resident population and surrounding communities play a strategic role in



protecting the SDNP, especially as actors in territorial surveillance. Their daily presence in the territory allows them to identify environmental changes, the movement of outsiders, the opening of trails, commercial hunting activities, illegal resource extraction, and routes associated with environmental and cross-border crimes. Strengthening secure and continuous communication channels with resident populations, ICMBio, IBAMA, and security forces is essential to integrate this information into monitoring and enforcement systems.

The resident population best knows the territorial vocations, its capabilities, and technical limitations. They must strengthen secure and frequent communication channels where they can present demands for technical training and institutional partnerships that can generate community solutions adapted to local realities.

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