Tourism planning from a rural approach as a strategy for the appropriation and defense of the territory

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**Abstract:** This study aims to analyse how a model of tourism planning from a rural community, endogenous and participatory approach can become a strategy for the appropriation and defence of the territory in the municipality of Sibaté. The methodological horizon was oriented from a qualitative approach Páramo (2013) and the method used was the ethnography of places Vergara (2013). The information was systematised and analysed using the qualitative analysis software ATLAS.ti. The findings indicate that municipal development plans can be instruments of territorial defence, to the extent that the communities, their needs and goals are integrated. It is concluded that tourism as a development model can generate significant transformations in rural territories as long as they are inclusive, concerted and participatory, in order to achieve consensus between society and nature.

**Keywords:** Territorial planning; tourism; environment; community; rurality.
endógena e participativa pode se tornar uma estratégia de apropriação e defesa do território no município de Sibaté. O horizonte metodológico foi orientado a partir de uma abordagem qualitativa Páramo (2013) e o método utilizado foi a etnografia de lugares Vergara (2013). As informações foram sistematizadas e analisadas com o uso do software de análise qualitativa ATLAS.ti. Os resultados indicam que os planos de desenvolvimento municipal podem ser instrumentos de defesa territorial, na medida em que as comunidades, suas necessidades e objetivos estejam integrados. Conclui-se que o turismo, como modelo de desenvolvimento, pode gerar transformações significativas nos territórios rurais, desde que sejam inclusivas, concertadas e participativas, de modo a obter consenso entre a sociedade e a natureza.

**Palavras-chave:** Planejamento territorial; turismo; meio ambiente; comunidade; ruralidade.

**Resumen:** Este estudio pretende analizar de qué manera un modelo de planificación turística desde un enfoque rural comunitario, endógeno y participativo, se puede constituir en una estrategia para la apropiación y defensa del territorio en el municipio de Sibaté. El horizonte metodológico se orientó desde un enfoque cualitativo Páramo (2013) y como método se utilizó la etnografía de los lugares Vergara (2013). La información se sistematizó y analizó a partir del software de análisis cualitativo ATLAS.ti. Los hallazgos indican que los planes de desarrollo municipales pueden ser instrumentos de defensa del territorio, en la medida que se integren las comunidades, sus necesidades y sus metas. Se concluye que el turismo como modelo de desarrollo puede generar transformaciones significativas en los territorios rurales siempre y cuando, sean incluyentes, concertados y participativos, para lograr el consenso entre la sociedad y la naturaleza.

**Palabras clave:** Ordenación territorial; turismo; medio ambiente; comunidad; ruralidad.
Introduction

The inclusion of tourism in development plans has been revitalized in recent years, shifting towards an approach that responds to the needs of rural areas, based on participatory models that generate socioeconomic development. In this sense, territorial planning is fundamental to achieve flexibility in adapting to changing circumstances and to address local problems (HERMOSILLA, 2020), which is why a tourism planning process must be built on the basis of consultation, participation and integration of the determining actors, from the bottom up, considering the will of the communities (ZHOU et al., 2020).

Planning seeks to meet the demands arising from a changing market that clamors for more responsible tourism practices, (NIETO, 2018) since peasant territories must enter into activity sustainable practices that make it possible to face an amalgam of complexities, which present themselves as a challenge for those who venture to define lines of action based on social problems in rural environments (ZAMBRANO and FERNÁNDEZ, 2020). However, tourism should be an activity that reconciles social equity, preservation of natural heritage, without putting at risk the heritage of future generations (MATHEW and SREEJESH, 2017; MORA and MOTATO, 2019). However, its foundations must be established through economic democratization and socialization of tourism activities developed in the territory (MORA, 2018).

Tourism can be an opportunity for peasants to diversify their economic activities. According to Calcagni (2023), a peasant is a person who lives in rural territory and refers to peasants as people who play a crucial role in rural territory, in the development of agricultural and livestock activities. Furthermore, peasants for Machado (2023) refer to farmers working on their own land, usually with limited resources and traditional techniques, playing a crucial role in food production and sustainable development.

From the academic field, tourism is established as a way of knowing the reality, not only in tourism research, but also in economic and social studies (FANG, 2020). From there, it is a concept that has been building and is pointing towards other directions, not only academically speaking, but also entrepreneurially (LANE and KASTENHOLZ, 2015). Similarly, governance is essential in the management of decision-making, facing
the conflicts generated by tourism, from a social and political point of view, the participation of different actors in this management is important (BARBINI et al., 2011). In this sense, the competitiveness of a tourism destination can be enhanced through a relevant and objective interaction of the actors (MEJÍA, 2018).

The communities themselves lack the technical and methodological elements to initiate tourism planning processes (SAAVEDRA et al., 2021). In this sense, experts are needed to take on the challenge of channeling initiatives to make tourism a practice that contributes to the common welfare and, fundamentally, to the defense of the territory (FIERRO et al., 2020), which is threatened from time to time by the interests of certain actors who exert pressures given their conditions of power, as in the case of the municipality of Sibaté Cundinamarca. This enclave has territorial characteristics that, according to its location, make it the gateway to the Sumapaz Paramo, the largest water source in Colombia, a fragile ecosystem of great importance for both the inhabitants of the municipality and the city of Bogotá.

Since the municipality of Sibaté is located in the foothills of the Sumapaz National Park (see Figure 1), they share ecosystems of páramo, subpáramo, Andean and high Andean forests, as well as fog forests. Its population’s main activities include agriculture and small-scale livestock raising as part of its economy, in addition to the cultural identity of native peoples such as the Panches, Sutagaos and Muiscas. The municipality is a food pantry and supplier that guarantees food security for the city of Bogotá.

![Figure 1. Geographic location of the municipality of Sibaté.](Source: Secretariat of Public Works, Government of Cundinamarca (2022).)
Paradoxically, the municipality of Sibaté is a place of permanent tensions and resistances derived from the interests of appropriation and control of natural resources and of dominion and appropriation of the territory (ARIAS et al., 2020). Likewise, social collectives and peasant-based organizations carry out a struggle for the vindication of their territories and confront those who seek to dispossess them of their lands, marginalize them from planning processes and, in general, those who seek to silence and make them invisible. In this sense, the objective of this paper is to analyze how a model of tourism planning from a rural community, endogenous and participatory approach, can become a strategy for the appropriation and defense of the territory, managed in binding and participatory processes, with peasant-based sectors, for the use of its potential of nature and culture, with criteria of growth and responsible use.

In this sense, the objective of this work is to analyze how a model of tourism planning from a rural community, endogenous and participatory approach, can become a strategy for the appropriation and defense of the territory, managed in binding and participatory processes, with peasant-based sectors, to take advantage of its potential of nature and culture, with criteria of growth and responsible use. The theoretical structure that allowed contrasting and reflecting on the object of study was built from a documentary corpus oriented by three categories of analysis, as follows: a) tourism planning from alternative community models, b) the approach to tourism in the new rurality, and c) the defense of the territory from community action.

It was born as an alternative to mass tourism, with travel agencies incorporating experiences with communities (MORA et al., 2019; CACERES et al., 2021; GIAMPICCOLI et al., 2022). The main strategy of rural tourism is the preservation of family heritage and Compensation for reduced agricultural income and economic diversification landscape (CUCARI et al., 2019; KNOLLENBERG et al., 2021; LIANG, 2022). Likewise, rural tourism remains the best course of action due to the benefits it reflects on social and environmental aspects (RUIZ, 2011; MORA et al., 2019; SAAVEDRA et al., 2021). In addition, it offers communities economic, social, cultural and environmental development (MA et al, 2020).

Nonetheless, rural tourism is becoming increasingly important and is profiled as a development axis with greater potential (GONZÁLEZ...
et al., 2021; HARBOR et al., 2021). However, it has respect for natural and historical heritage to a rural culture and society that offers a wide possibility for overnight stays and quality entertainment (PUŠKA et al., 2021; LÓPEZ et al., 2021; GUZMÁN, 2017). Rural tourism and the new trends in Tourism, leads tourism to seek alternative activities that generate new experiences (KUMAR et al., 2021; GASCÓN, 2022) such as creating tourism products based on the idea of short routes, creating too many “themes” that are hardly distinguishable from others, having a satisfaction with the expectations created by customers (RODRÍGUEZ, 2022; GARZON et al., 2021).

Methodology

The methodological horizon was oriented from a qualitative approach, Páramo (2013) seeking to understand tourism planning, the rural community approach and the defense of the territory; a triad that sought to have a comprehensive understanding of a problem, from which, it was sought to extract generalities that would serve as a starting point for models that can be replicated in other territorial contexts. It should be clarified that the ethnography of places as a research method (VERGARA, 2013) provided fundamental elements in the definition of this logical and coherent path. Thus, hermeneutic phenomenology was assumed as epistemological posture, Mendoza (2019), which allowed the researchers to approach the subjects and social realities derived from the tourism planning process that was the object of study.

The theoretical corpus was structured from the grounded theory proposed by Grosser (2016); this allowed contrasting and reflecting on the object of study that was built from three categories of analysis, thus: a) tourism planning from alternative community models, b) the approach to tourism in the new rurality and c) the defense of the territory from community action. In order to achieve the objective outlined in the research, the methodological structure was defined based on three phases, which were distinct but complementary moments in the process of obtaining information:

The first phase focused on a documentary search from secondary sources of information, to learn about three different planning models
and/or approaches that have been adopted by the municipality. A planning model oriented towards business strengthening and the exploitation of natural resources, a tourism planning model with a social-community focus, and the current municipal development plan with a rural, sustainable and participatory approach. The information was systematized based on documentary analysis matrices and synthesized in the model proposed by (CORNEJO, 2009).

The second phase was oriented to know the perceptions of the inhabitants of the municipality of Sibaté regarding the problems that threaten their territory and generate tensions and conflicts. Two focus groups were carried out as follows: group 1, in which 17 inhabitants of the urban area participated, and group 2, in which 14 inhabitants of the rural area participated. The purpose of the third phase was to obtain diverse opinions from local stakeholders regarding how the development plans of the last ten years defined strategic actions that contributed to the defense of the territory. Four semi-structured interviews were conducted with the following informants: Interview 1) peasant leader with local and regional recognition who has been working for 27 years for the agricultural and tourism development of the municipality of Sibaté; Interview 2) Councilman and environmental activist of the municipality who champions the cause of environmental conservation and resistance to all forms of exploitation of natural resources in the municipality; Interview 3) former secretary of economic development and environment with extensive experience in public policy and Interview 4) local academic with training in anthropology who is a native of the municipality and serves as a university professor and coordinator of a peasant NGO.

Data analysis and results

Development plans with a rural community approach and their articulation with tourism

The last three development plans of the municipality of Sibaté were reviewed, the first one is characterized by having an economic and industrial-business development approach, this was in force in the period between 2012 and 2016. This development plan clearly privileges the investment of private capital dedicated to the exploitation and use of
natural resources. The second municipal development plan was in force in the period between 2016 and 2019, it is evident that its construction integrated various social actors in public, participatory and inclusive worktables. This plan revealed social problems that afflict its inhabitants, which directly affect the development and prosperity of the municipality.

The third development plan is the one currently in force; its implementation began in 2020 and ends in 2024. In its reading and interpretation, a marked rural community approach is identified, with lines of action aimed at addressing social problems, particularly those affecting peasant areas. However, the following table presents the evaluation factors that seek to find common elements and convergences with respect to the lines of action associated with a rural community-based planning approach that favors tourism. Indicator P refers to the partial incorporation of the action and indicator T refers to the inclusion or total application of the line of action; the absence of an indicator implies its non-application.

**Table 1 - Lines of action of rural community approach in the development plans of the municipality of Sibaté. Own elaboration based on Cornejo’s model (2009) and the municipal development plans of Sibaté for the periods from 2012 to 2024 (2022).**

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<td>1</td>
<td>Community integration in decisión making</td>
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<td>2</td>
<td>Strategies for strengthening Community-Based tourism</td>
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<td>3</td>
<td>Initiatives of productive projects in the rural sector and promotion of entrepreneurship</td>
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<td>5</td>
<td>Design of community-based tourism products</td>
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<td>Attention to victims of the conflict in rural areas</td>
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It can be observed that the 2012-2016 development plan only shows the partial application (P) of three lines of action that are typical of the models oriented to business strengthening. In the development plan for the 2016-2019 period, the partial application (P) of 10 variables, out of a total of 12, is achieved; therefore, this plan shows a rural community approach that favors tourism. In the case of the 2020-2024 development plan, there is evidence of the total application (T) of 6 out of 12 variables contemplated and a partial application (P) of 5 out of 12 variables. The application (P and T) of these variables in the last development plan infers a planning model that bets on rural development, community empowerment and the defense of the territory, supported by tourism-related lines of action.

From this perspective, authors such as Ruiz (2022) mention that the new productive dynamics in rural territories framed in the new rurality demand the need to resignify rural territorial planning models, where tourism is presented as a transforming agent that socially constructs the environment, from a prospective vision of productive transformation, which can be from the social order or from the institutional order. A bet on the collective construction of the territory based on beliefs, representations and symbolic value to articulate thoughts with social behaviors in conflictive rural environments.

In this way and with the purpose of knowing the perceptions of the inhabitants of the municipality of Sibaté regarding the problems that threaten their territory and generate tensions and conflicts. Two focus
groups were conducted and systematized using the qualitative analysis software Atlas.Ti (see figure 2). The categories of analysis that emerged were plotted and analyzed as follows:

Problems, tensions and conflicts associated with the development of the territory

![Diagram of Problems of Sibate Municipality]

Figure 2 - Problems of the municipality of Sibaté

Source: Own Elaboration (2022)

As a result of the researchers’ dialogue with the social actors, six categories associated with problems in the territory emerged. The first of these was the deterioration of the páramos, as the informants agreed that in the high mountain areas of the municipality bordering the Sumapaz Paramo, there has been a progressive loss of vegetation cover, mentioning that the main causes include cattle ranching, agriculture and illegal mining. The second problem is land dispossession, mainly in rural areas, and this has been a persistent and structural element in the country’s history. Armed, economic and political actors pressure Sibaté’s peasants to sell their land at ridiculous prices and, on some occasions, they are subjected to threats in order to force them to leave. The third problem is illegal mining, which occurs in several areas of the municipality, mainly in the extraction of quarry stone, silica sand, and carbon.
The fourth problem is that, according to the perception of the informants, the urban frontier is progressively reaching the rural frontier, as there is evidence of an uncontrolled expansion, on the one hand, with legal settlements of housing developments that offer social housing in accordance with the housing programs of the national government, but also with illegal settlements. The fifth problem is the speculation in the prices of agricultural land, as private capital continues to buy large tracts of land from the peasants with attractive offers that they cannot refuse, causing many of them to abandon the region. The sixth problem is the progressive deforestation of the forests, which is being caused mainly by the peasants themselves, who seek to expand their agricultural frontier, notably reducing the forest cover of the high Andean forests.

It is evident that Colombia is a country that has suffered from violence and much of it has fallen on the rural population and its agrarian structure. It is not only violence by armed means, but also other forms of violence such as those mentioned above, which are framed in the context of globalization and neoliberal policies that have generated damage to the social, cultural and productive apparatus of the Latin American countryside for several decades (ALARIO et al, 2018).

All this strengthens the conception that from the peasant voice manifests that power relations and conflicts in the historical context obey territorial struggles to take control of both material and symbolic goods. Peasant territories such as those of Sibaté show symmetries and asymmetries that continue to reproduce multiple forms of violence, which impede human development and full social prosperity. All this coincides with what Gaudin (2019) mentions insofar as, violence is transversal to the configuration of the rural territory, which, is unequal starting with the concentration and ownership of land and the differences between urban and rural sectors where an alarming multidimensional poverty is marked. It is to be expected that peasant territories are the scenarios of structural violence that materializes conflicts of various kinds to which alternative solutions must be sought.

In the same way, semi-structured interviews were conducted with the purpose of obtaining diverse opinions of important local actors regarding how the development plans of the last ten years defined
strategic actions that contributed to the defense of the territory. The systematization was carried out using the qualitative analysis software Atlas.Ti (see figure 3). The analysis categories that emerged were plotted and analyzed as follows:

Figure 3 - Territorial Planning

Source: Own Elaboration (2022)

It must start from the premise that territorial planning does not exclusively address the delimitation of certain areas with substantive functions of political and administrative interest. Nowadays and under the principles of decentralization, today it represents a means for the empowerment of the communities, a way for social consensus and for the harmonization of the territory, in function of the search for the balances of the human development model proposed by sustainability. As an emerging category in the systematization of the interviews, community empowerment emerges (see figure 3), which clearly alludes to the transfer that has been achieved from the central powers (government of the department of Cundinamarca and municipal mayor’s office of Sibaté) to the communities, increasing their self-determination and power, in the use and control of the material and symbolic (AVENDAÑO et al, 2022), with the purpose
of generating changes and social transformations that have been historically required (AVENDAÑO et al, 2022).

From the perspective of the informants, community empowerment has enabled them to acquire the knowledge and tools necessary to overcome inequalities, which has led to a process of change and transformation to become the architects of the intervention of their own development. It is important to note that the interviewees at no time question the importance of the existing structures in the political-administrative framework, as they agree that their recognition legitimizes the rule of law, as they see in public policies the relevant actions for the management of progress and social development, for which reason, and as mentioned by (ESCOBAR, 2019) empowerment in this case is related to equality, opportunity, the fight against poverty, governance and training to choose.

The second category that emerged in the process of systematizing the interviews was the defense of the territory (see figure 3), based on the identification of problems associated with the exploitation of natural resources, as well as social tensions and conflicts, both in the urban and rural areas of the municipality of Sibaté. These situations fragmented the territory; thus, community empowerment grew as a resistance movement in the face of emergencies that gave a new meaning to the social organizations that have emerged there. The impacts of the current development model are very evident and have generated significant transformations in the territory, affecting modes of production and ways of life, which are unsustainable in the medium term, hence it is evident the need to reach a consensus to manage them.

The informants agree that the defense of the territory through political-administrative instruments has focused specifically on five actions, which, in turn, have become the main challenges of recent years in terms of territorial planning: 1) protection of natural resources, 2) curbing urban expansion into rural areas, 3) making the peasants visible as a determining actor, 4) tourism as a protection mechanism, 5) the possibility of declaring protected areas in the municipality.
The third category made it possible to identify, based on the opinions of the interviewees, the role that governance has played (see Figure 3). In the consolidation of tourism-oriented planning proposals, from a rural community approach through mechanisms of participation and articulation of local actors, towards the consolidation of tourism as a mechanism for the defense of the territory. In turn, the informants, from their knowledge of the territory, which is based on the inhabitant and their different management roles, state that, in conjunction with the municipal development plans, it is pertinent to design a normative instrument for tourism planning. This allows the formulation of concrete actions in the area of tourism within the framework established in the development plans, in such a way that the objectives set forth in the previous territorial planning instruments are harmonized. As YUMISACA et al (2019) mentions, the collective work articulated to the territorial policy is resulting in a resignification of planning and its capacity to contemplate rural territories based on their built histories, values and identity in harmony with their environment and landscape.

They also express that one of the limitations that most affects the development of tourism in the municipality is that there is no continuity in the lines of work that are reflected in the different development
plans. In this line, they mention that it is of vital importance that the current development plan takes up what was defined in the previous proposals. The fourth category of the graphic network corresponds to the development and consolidation of tourism in the municipality of Sibaté (see figure 3). From the perspective of all informants, the consolidation of the municipality as a tourist destination has been achieved in the areas of gastronomy, nature and culture, reaching a territorialization of tourism, since management has been prioritized from the local scale, in an inclusive and lasting planning model, with the participation of those involved.

There, the triad of governance, community and entrepreneurs are responsible for this process, as they provided the means for the proposal of an alternative planning model (ESPESO-MOLINERO, 2019). In addition, gastronomic tourism in Sibaté has developed as a possibility for the local vindication of the territory, as it brings out the historical and cultural identity of its inhabitants, it is a bridge that allows the transit of techniques, knowledge and know-how of traditional gastronomy, towards tourist and cultural experiences for travelers. Likewise, for the informants, it has become a strategic sector that generates wealth, employment and development throughout the tourism value chain.

Tourism has taken on a preponderant role in the social and territorial structure of the municipality of Sibaté, since it has been integrated in the local development plans, outlining strategic lines in the planning actions. In prospective, tourism as an economic activity and social practice is intended to contribute to development and progress, giving greater relevance to participatory processes, in which all actors can be inserted to contribute to the definition of inclusive and democratic development models based on sustainable development. Under the sustainability model, efforts have been made to reduce poverty and improve quality of life indexes.

In the case of the municipality of Sibaté, whose vocation and productive activity is eminently rural, tourism as a development model in the new rurality and its integration into municipal development plans have boosted productivity and, more importantly, the conservation of natural resources. The current territorial planning model has as a priority to significantly increase the capacities and potential of the
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rural community (NIETO, 2021), by means of territorial management instruments, making a qualitative leap, not only thinking of rural areas as agricultural, but also as a platform for multiple activities in which tourism stands out as a renovating and transforming agent that has brought about changes to conserve its traditions, customs, identity and territory (NIETO, 2021).

Tourism as a development model can generate significant transformations in the territories, especially in those where inequality reigns from aggressive forms of accumulation, which are sustained in the dispossession and exploitation of natural resources (ANDRADE, 2020). Thus, tourism from a rural, inclusive, concerted and participatory approach has become in the municipality of Sibaté, the best strategy for the defense of the territory. Tourism has been the response to mediate tensions and conflicts related to the deterioration of the paramos, land dispossession, illegal mining, the expansion of the urban frontier over rural areas and the progressive deforestation of native forests. Tourism as a bridge of mediation between social conflict and the defense of its territory, as it has been a device for collective action, in which the exceptional capacities of social actors to generate change and promote transformation scenarios, in which common interests prevail over individual ones, are made visible.

Figure 5 - Turismo rural en el municipio de Sibaté (2022)
Tourism is now a determining actor in contemporary socio-environmental struggles and for rural territories, it is the spearhead of forms of community resistance. They can achieve total control of the resources that by historical right belong to them and that are being usurped by the interests of a few who enjoy economic and political power, who seek the appropriation by deed of the most vital resources. Therefore, and from this logic, tourism emerges as a form of defense of life, nature, culture and territory, it seeks to achieve consensus between society and nature to make it a productive alternative for conservation, education and environmental education.

In the case of the municipality of Sibaté, tourism also represents challenges with respect to a productive activity that is growing progressively, generating tensions and conflicts derived from the generation of income. The working conditions of the people who are productively integrated into tourism have deteriorated to the extent that the interests of the businessmen are put before the well-being of the employees. In environmental terms, the municipality as a tourist destination has taken its natural heritage as an asset for use, which can lead to environmental impacts as long as mitigation actions are not defined from tourism practices, and the appropriation of cultural heritage by tourism entrepreneurs for usufruct purposes threatens its continuity and sustainability over time. Thus, it is necessary to understand the community-based tourism is an opportunity to contribute to the collective well-being of the territories without enthusiastically assuming that it will be the cure for all ills.

Conclusion

Sibaté’s municipal development plans show that historically they have been oriented towards economic development, based on the promotion of industrial and business development, at the expense of the overexploitation of natural resources from an extractive model. Even so, the last two development plans have been oriented towards a truly participatory rural community approach, which can be considered a transversal and emerging planning proposal that contemplates economic development, natural resources conservation and community empowerment. A model focused on the well-being of the community built from the bottom up, defining strategies, programs and projects in coherence with the principles of sustainable tourism, harmonizing the interests of all stakeholders in the territory.
The achievements attained through the municipal development plans have been based on community empowerment as a development tool, to the extent that the inhabitants themselves became aware of the reality in which they live and the problems that afflict them. This led them to become participants and determining actors in the management of local resources, achieving their participation as subjects of rights before governmental agencies, thus transforming the dominant administrative structures that maintained social inequalities. Today, the inhabitants of the municipality of Sibaté are transforming actors that promote individual and collective changes, based on tourism as an alternative development model, reducing imbalances between the urban and rural areas, materializing empowerments that lead to a better quality of life.

Tourism is demonstrating in the municipality its enormous capacity to generate social cohesion, as it has been instrumentalized in a planning model, which at the same time is a defense mechanism for the territory in the face of social and environmental problems. The binding and participatory development plans from the rural approach have allowed mediation in the face of tensions and conflicts in the material and symbolic spheres, showing how nature is appropriated and integrated as part of its vital space. The social defense of the territory not only implies resistance from grassroots organizations against the injustices of local powers, but also implies empowerment and the formulation of proposals based on attainable objectives, considering sustainability as a way to achieve balance in social transformations.

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