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*NOT ADMITTED IN PA

July 15, 1983

Faith R. Whittlesey
Assistant to the President
for Public Liaison
The White House
Washington, DC 20500

JUL 18 1983

Dear Faith:

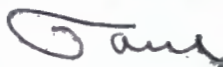
In accordance with our conversation, I am enclosing herewith a copy of the resolution which the Joint Commission on the Environment under the Panama Canal Treaty of 1977 adopted at its most recent meeting in Panama on June 29-30. This resolution is illustrative of the strides which we have been making in attempting to aid the Panamanians in restoring their watershed and developing a plan for the fruitful use of their agricultural lands, in addition to the educational plan for the farmers and colonizers of the watershed.

The work of the Commission has been received on a public basis in Panama with the highest acclaim. I think this is of great importance in counteracting the critics of our Central American policy.

In addition, the Smithsonian Tropical Research Institute has undertaken, under the direction of Ira Rubinoff, Director, a number of programs to develop agricultural crops which are economically feasible for Panama and other Central American countries.

I am also enclosing a copy of the resolution and unofficial translation of the plan. We have not yet had official reaction from either government, although I know the Panamanians are certainly in favor of adoption of the measures. Either I or Mary Rose Hughes would be happy to address the group in connection with the work in Panama.

Sincerely,



PAUL D. GUTH

JOINT COMMISSION ON THE ENVIRONMENT
UNITED STATES OF AMERICA - REPUBLIC OF PANAMA

RESOLUTION N° 5

By which the Joint Commission on the Environment adopts a Comprehensive Plan for the Rehabilitation and Conservation of the Watershed of the Panama Canal and recommends its implementation to the governments of the Republic of Panama and the United States of America.

CONSIDERING

1. That it is necessary to adopt measures for the protection, conservation and rehabilitation of the Panama Canal Watershed to assure the normal operation of this waterway.
2. That through Resolution N° 4 the Joint Commission on the Environment resolved to provide assistance to both governments in the formulation of a Comprehensive Plan for the proper protection and rehabilitation of the Watershed.

RESOLVES

To adopt the present Comprehensive Plan for the protection, conservation and rehabilitation of the Watershed of the Panama Canal which is contained in Annex A, and which forms

an integral part of this resolution, and to recommend its expeditious implementation to the governments of the Republic of Panama and the United States of America.

Done in Panama City on the 30th of June 1983, in Spanish and English, both versions being equally valid and recognized.



ABDIEL J. ADAMES
Chairman of the JCE
Commissioner for the
Republic of Panama



MARY ROSE HUGHES
Co-Chairman of the JCE
Commissioner for the
United States of America

COMISION MIXTA SOBRE EL AMBIENTE NATURAL

JOINT COMMISSON ON THE ENVIRONMENT

República de Panamá - Estados Unidos de América

Panamá, 30 de junio de 1983

Doctor
Ira Rubinoff
Director del Instituto
Smithsonian de Investigaciones Tropicales
E. S. D.

Estimado Dr. Rubinoff:

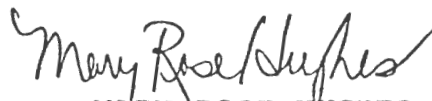
Tenemos el agrado de dirigirnos a usted para invitar a la Institución que Usted dignamente dirige, a fin de que ésta exponga, durante la séptima reunión de la Comisión Mixta sobre el Ambiente Natural, que se llevará a cabo en la Ciudad de Panamá durante los días 18 y 19 de octubre de 1983, las actividades que actualmente desarrolla, relativas a la vigilancia y protección de los recursos naturales del Monumento Natural de Barro Colorado.

Agradeciéndole su colaboración nos suscribimos.

Atentamente,



ABDIEL J. ADAMES
Presidente de la C.M.A.N.
Comisionado de la República
de Panamá.



MARY ROSE HUGHES
Co-Presidente de la C.M.A.N.
Comisionado de los Estados
Unidos de America.

COMISION MIXTA SOBRE EL AMBIENTE NATURAL
JOINT COMMISSION ON THE ENVIRONMENT
República de Panamá - Estados Unidos de América.

Panamá, 30 de junio de 1983

Su Excelencia
Frank Omar Pérez
Ministro de Desarrollo Agropecuario
E.S.D.

Señor Ministro:

Tenemos el agrado de dirigirnos a usted con la finalidad de invitar, por su intermedio, a la Dirección Nacional de Recursos Naturales renovables, para que ésta exponga, durante la séptima reunión de la Comisión Mixta sobre el Ambiente Natural, creada por el Tratado del Canal de Panamá de 1977, que ha de celebrarse durante los días 18 y 19 de octubre de 1983 en la Ciudad de Panamá, lo relativo a las actividades que actualmente desarrolla, o piensa desarrollar, tendientes a la protección y vigilancia de los recursos naturales de la Cuenca Hidrográfica del Canal de Panamá.

Agradeciéndole anticipadamente su colaboración, nos suscribimos.

Atentamente,



ABDIEL J. ADAMES
Presidente de la C.M.A.N.
Comisionado de la República
de Panamá.



MARY ROSE HUGHES
Co-Presidente de la C.M.A.N.
Comisionado de los Estados
Unidos de América.

COMISION MIXTA SOBRE EL AMBIENTE NATURAL
JOINT COMMISSION ON THE ENVIRONMENT
República de Panamá - Estados Unidos de América

Panamá, 30 de junio de 1983

General de Brigada
Rubén Darío Paredes
Comandante Jefe
Guardia Nacional de Panamá
E. S. D.

Estimado General:

Los suscritos, Presidente y Co-Presidente de la Comisión Mixta sobre el Ambiente Natural, creada por el Tratado del Canal de Panamá de 1977, tenemos el agrado de dirigirnos a Usted, para invitar a la Institución bajo su digno cargo considerando la importancia del papel que juega la Guardia Nacional en la protección y vigilancia de los recursos naturales en el área, se sirva exponer, en el transcurso de la séptima reunión de la Comisión, que tendrá lugar en la ciudad de Panamá, durante los días 18 y 19 de octubre de 1983, las actividades que actualmente realiza, o que piensa realizar, en lo atinente a la protección y vigilancia de los recursos naturales en la Cuenca Hidrográfica del Canal de Panamá.

Esperando contar con su amable cooperación en este sentido, le expresamos nuestro sincero agradecimiento.

Atentamente,



ABDIEL J. ADAMES
Presidente de la C.M.A.N.
Comisionado de la República
de Panamá



MARY ROSE HUGHES
Co-Presidente de la C.M.A.N.
Comisionado de los Estados
Unidos de América

Comprehensive
Proposals For A Plan of ~~Study~~ Management
of the Panama Canal Watershed

Panama, June 1983

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Program 1: ~~App~~ Protection, Control and Law Enforcement in the Watershed

Program 2: Environmental Education

Program 3: Determination of appropriate Use of Natural Space

Program 4: Rehabilitation of Critical Areas

Program 5: Scientific Research and Refinement of Techniques for the Management of Humid Forests

Program 6: Data Collection Service

5.0 Implementing Recommendations for the Development and Execution of the ~~Integral~~^{Comprehensive} Management Plan for the Panama Canal Watershed

Proposals for a Plan of ^{Comprehensive} ~~Integral~~ Management of the Panama Canal Watershed

1.0 Background

In recent decades the Canal Watershed, with a land area of 326,225 hectares, has been losing the capacity for water storage through the sedimentation of Lakes Gatun and Alajuela. due to the process of accelerated erosion caused by extensive deforestation, a product of ^{the} rapid growth of the resident population and ^{of} agricultural and cattle-raising activities.

These agricultural and cattle-raising activities utilize traditional slash-and-burn practices to create extensive cattle grasslands and itinerant agriculture.

A large part of this process of environmental degradation is due to the intense internal migration of rural families coming from distinct regions of the country such as Herrera, Los Santos and Chiriquí.

These ~~and~~ rural families bring with them their traditional techniques of farming which make extensive

use of natural resources, especially those of the humid forest.

Available information ^{indicates a substantial} allows us to quantify the loss ~~loss~~ up to ~~now~~ ^{in many areas} of 47% of the permanent primary plant covers (essentially trees) of the watershed with ~~an~~ ^{an} accumulation of ~~2 million square meters~~ ^{vast amounts} of sediments ~~being~~ ^{lake beds} deposited into the beds of the lakes cited above. If ~~this situation were to continue~~ ^{situation continues to worsen}, it has been calculated that by the end of this decade Lake Alajuela, which ^{is a primary source of potable water} supplies the demand for home drinking water and electricity generation for Panama City and Chorrera, will have lost ~~40%~~ ^{a critical amount} of its storage capacity. A similar situation could occur ^{to} with Lake Gatun, ~~which presently supplies the demand for the operation~~ ^{water for both} of the Canal and potable water for Colón Province.

If ~~immediate~~ ^{immediate} action and ^a long range rehabilitation ~~program~~ ^{program} of control and protection of the Watershed are not taken, the ~~negative~~ ^{problems} effects will be irreversible.

2.0 General Objectives

- 2.1 To develop ^{a comprehensive} ~~an integral~~ plan for the protection, control and rehabilitation of the P watershed which serves the Panama Canal which will ~~perm~~ allow and ^{assure} ~~guarantee~~ its continued operation.
- 2.2 To raise the level of awareness of the resident population in relation to the appropriate use of resources and the achievement of the satisfaction of their basic necessities.
- 2.3 To study and plan different alternatives for the rational ~~use~~ and integral use of the watershed.

3.0 Specific Objectives

- 3.1 To undertake an evaluation of the present environmental situation.
- 3.2 To develop programs which ^{assure} ~~guarantee~~ the protection, control, rehabilitation and supervision of resources.
- 3.3 To develop community programs for the purpose of obtaining the support and active participation of the resident population for the conservation and use of the natural resources of the area.

3.4 To achieve interagency cooperation for the coordinated execution of the ~~integrated~~ ^{comprehensive} management plan.

3.5 To prepare and develop programs of environmental education which allow the resident population to obtain understanding and develop attitudes which allow the rational use and protection of the natural resources.

3.6 Formulation of programs which ^{assure} ~~guarantee~~ the ~~achievement~~ satisfaction of ^{the} basic necessities (housing, education, health, etc.) of the people resident in the watershed.

3.7 To sponsor technological development plans which combine the potentiality and productive use of the land with its agricultural capacity.

3.8 To develop research projects related to alternative uses of the natural space.

3.9 To develop a system for processing and presenting information which permits its use for the different aspects of the execution of the plan.

(vs) To prevent additional destruction of the Canal watershed through vigorous enforcement of existing environmental laws.

4.0 Proposed Management Plan

The use, conservation, rehabilitation, protection and supervision of the canal watershed must be ^{approached} ~~undertaken~~ from a multidisciplinary and inter-institutional perspective.

This pluralistic conception of the environmental situation must be reflected in the various agencies which will carry out the process of conservation and/or recuperation of the ecosystem of the Canal watershed. Therefore, ^{the composite} ~~both~~ the teams which undertake the initial studies, ~~and~~ those which undertake the subsequent planning, and the organization which coordinates the entire process must conform to this multidisciplinary and inter-institutional necessity.

Three phases are considered necessary to achieve the specific objectives, i.e. the ^{comprehensive} ~~integrated~~ management of the watershed. The achievement of each one of these phases is intimately related, and can be performed simultaneously and not necessarily in sequence. One cannot plan without knowing the ecological and socio-economic potential of the watershed, nor the technical methods available for such planning, etc. The management plans will be integrated programs with their

(US)

7
respective sub-components and projects which, operate
under the guidelines of ^{Comprehensive} ~~Integral~~ Management ~~of~~ and of the
previously established
interagency organization, will be executed in ~~priority~~
~~order~~ accordance with a rank-order of: priority;
medium term; and long term. These programs can be
modified as needed when it becomes necessary to revise
the Management Plan or if it is expressly provided for
as a consequence of the duration of the execution period.

Finally, the guidance and coordination of these
working groups must be entrusted to an agency with
decision-making power which not only will undertake
the task of coordination during the development phase
of the plan but also will be responsible at all
times for the enforcement and control of the fulfillment
of the plan.

Similarly, it will be responsible for indicating the end
of the first phase and the start of the second in order
to assure the continuity of the process.

4.1 Necessary Conditions for the Execution of the Plan

The achievement of the various phases of the plan described above can be helped by the preparation of a plan to support the various technical teams in charge of the studies through ^{use of} Paramarian and foreign specialists who contribute their experience where knowledge is most lacking and/or necessary. Mechanisms need to be created to permit the participation of the communications media. As an absolutely essential item, it is necessary to gain the cooperation of the resident population, especially ~~the~~ ranchers, who in the final analysis will be those who will be responsible for making the plan work. If this support is not forthcoming, there will be an atmosphere of distrust and general hostility among the resident population which will not exactly help to achieve the success of the plan. This does not mean that measures of control and enforcement cannot be taken. It does mean that the

(US)

Criterion of division of responsibilities should prevail rather than ^{one of} exclusion.

4.2 First Phase

An evaluation of ^{the} present environmental situation in the watershed will be undertaken which will include physical, biological and social aspects. It will also include an evaluation of the rehabilitation and conservation programs presently underway to mitigate the present deterioration.

This ~~is~~ evaluation is a prerequisite for the establishment of the ^{Management} ~~Control~~ Plan for the Panama Canal Watershed. The first phase consists of the following subdivisions:

(vs)

A. Compilation of existing information

1. Identification of information needed for each phase of the program.
2. Continual collection of information using the present data base.

B. Evaluation of existing conditions.

1. The Physical Atmosphere

- a. Topography
- b. Geology
- c. Soils
- d. Climate
- e. Water

2. The Biological Atmosphere

- a. Land vegetation
- b. Aquatic vegetation
- c. Land animals
- d. Water animals

3. The Human Atmosphere

- a. Human settlements
 - Total population
 - Distribution of the population by ethnic group
 - Population by age and sex
 - Distribution of population by land area.

(US)

Personnel ^{of the involved agencies} should be designated for this phase to undertake the evaluation and calculation of the corresponding budget.

4.3 Second Phase

This phase consists of identifying the different operating agencies which will participate in the planning and execution of the Plan. Similarly, in this phase the ways to achieve inter-agency coordination will be established.

The participating institutions will be the following:

- Ministry of the Presidency
 - Executive Bureau for Treaty Affairs (DEPAT)
- Ministry of Agricultural Development
 - National Bureau of Renewable Natural Resources (RENAR)
 - Institute of Agricultural Research (IDIAP)
 - National Bureau of Fisheries
- Ministry of Education
- Ministry of Health
- Ministry of Public Works
- Institute of Water Resources and Electrification (IRHE)
- University of Panama

- National Guard
- National Bank of Panama
- Agricultural Development Bank
- The resident population (local councils)
- Panama Canal Commission
- (US) - Smithsonian Tropical Research Institute (STRI)
- Agency for International Development (AID)
- United States Southern Command (USSOUTHCOM)

4.4 Third Phase

The third phase will consist of the development of programs, to be undertaken in a coordinated manner among related agencies when this is necessary. These programs in the aggregate should take an integrative perspective so as to constitute a true plan for the management of the Canal watershed.

In spite of the fact that there does not exist at the present time a true ^{Comprehensive} ~~Integral~~ Management Plan for the Canal watershed, various agencies, either

individually or in coordination with others, have been carrying out various programs related to the conservation of the renewable natural resources of the watershed.

It follows, then, that after an evaluation of each one of their program activities, what would be useful would be their reformulation, improvement, or restructuring and their harmonious insertion within the plans of ^{comprehensive} ~~integral~~ management of the watershed.

The following are some of the programs to be undertaken

(vs) Program 1: Protection, Control and Law Enforcement in the Waters

The objective consists of developing a program of protection, control and law enforcement for the resources of the area as a result of the definition of appropriate use of the natural space.

The actions to be taken will be designed to assure the appropriate use of the natural space in accordance with the programs to be established for land use and forest conservation.

Consequently it will be necessary to form a corps of inspectors or environmental guards who, in addition to enforcing the existing ^{environmental} laws, will also assure the ~~execution~~ implementation of the different programs established as a result of the determination of appropriate use of the natural space. The functions of these inspectors or environmental guards will include protection of the forests in the watershed, enforcement of the proper implementation of the programs of alternative uses of the land, enforcement of the proper implementation of special programs to create improved pasture land in areas devoted to cattle raising, protection of the reforestation programs and others which may be created in the watershed as part of the alternate uses of the physical space.

Subcomponent of Program 1:

- Creation of a corps of Inspectors or Environmental Guards

Program 2: Environmental Education

(US)

This program consists of delineating and

examining the environmental problems within the watershed and from that those aspects of environmental education necessary to their solution. The objective is to create a permanent program of environmental education with an interdisciplinary focus and with both an in-class and an extra-curricular nature, which includes all educational levels and is targeted toward the resident population of the watershed, with the goal of teaching them simple methods ~~which~~ within their own means which they can use to conserve and control their ^{immediate} environment.

The following are sub-components of Program 2:

- Survey on environmental perception of the resident population.
- Seminars and talks to the involved technical sector
- Seminars for teachers
- Preparation of teaching guides for environmental education for the school-age population
- Preparation of pamphlets and similar material.

Program 3: Determination of Appropriate Use of the Natural Sp

The objective is the "organization" in time and space of the inventory of natural resources of the watershed so as to assure the continued existence, use, and ~~maximization~~ maximization of their protective, productive and socio-recreational functions which, without prejudice to their independency, are considered necessary to satisfy the demands of the operation of the Canal and other social uses as determined.

The following are sub-components of Program 3:

- (us)
- Appropriate use of the natural forest, including protection of flora.
 - Determination of natural sites to be protected
 - Appropriate use of areas for water storage
 - Appropriate use of pasture lands
 - Appropriate use of areas for the protection of wild animals

Program 4: Rehabilitation of Critical Areas

The objective is the "hydrologic-forestial

restoration" of critical areas of the sub-watershed which contribute to the water storage capacity of Lakes Gatun and Alajuela, ^{and} which provide large volumes of water for the normal operation of the Canal, for domestic and industrial consumption in Panama City and Colon, and for the generation of electricity.

Actions to be taken are designed to provide maximum protection to the soil from erosion and to achieve a rate of sedimentation in the lakes at ^{ecologically} tolerable levels for the preservation of the ecosystem.

The following are the subcomponents of Program 4:

- Reforestation
- Soil conservation
- Control of infestations and plant and animal diseases
- Environmental health
- Control of aquatic weeds
- Fisheries

Program 5: Scientific Research and Refinement of Techniques for the Management of Humid Forests

The objective is to establish a research program on the impact of man on the Canal watershed in order

to ~~design~~ achieve a better human integration in that environment and an improvement in the quality of human life.

A program of scientific research and refinement of techniques for the management of humid forests should be based on:

- A. Studies on the conservation and determination of appropriate use of the environment, including:
 1. Study of the resources of the watershed.
 2. Study of the structure and functioning of the ecosystem of the humid tropical forest.
- B. Studies on the degradation of the environment, including
 1. Pollution of fresh waters
 2. Pollution of the soil and of ~~the~~ living people
 3. Studies of ~~pollution~~ prevention of pollution in biotic entities.
- C. Socio-economic studies of the rural and semi-urban areas of the watershed.
- D. Studies of the production and marketing of agricultural products.

E. Studies of cultural anthropology.

F. Studies of models of comprehensive management of humid tropical forests.

G. Studies on refinement of techniques for the comprehensive use of humid tropical forests.

Program 6: Data Collection Service

The program consists of the development of a system for the compilation, processing, and use of basic and necessary information obtained from each of the programs and research projects of the Comprehensive Watershed Plan. This information should be computerized and be available for use and analysis and interpretation as needed for the evaluation, formulation, and ~~application~~ implementation of watershed rehabilitation and conservation programs.

5.0 Implementing Recommendations for the Development and Execution of the Comprehensive Management Plan for the Panama Canal Watershed

BLANK, ROME, COMISKY & McCAULEY

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Mrs. Carolyn Sunset
Executive Assistant to Faith R. Whittlesey
The White House
Washington, DC 20500

Dear Carolyn:

In accordance with our telephone conversation, the following is the address for Ira Rubinoff, Director of the Smithsonian Tropical Research Institute:

APO Miami 34002

In light of the recent publicity relating to Central America, I think it is of great importance to the administration to acknowledge the fine work being done by the Smithsonian in Central America. At a recent luncheon for the Tri-Lateral Preparatory Commission on the Sea Level Canal Alternative, great praise was given to the Smithsonian and Ira Rubinoff, the director, for the educational opportunities and help given to Panamanians.

If I can be of any further help, please do not hesitate to call upon me.

Sincerely,



PAUL D. GUTH

PANAMA 22-0211
52-2490

IRA RUBINOFF
DIRECTOR

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