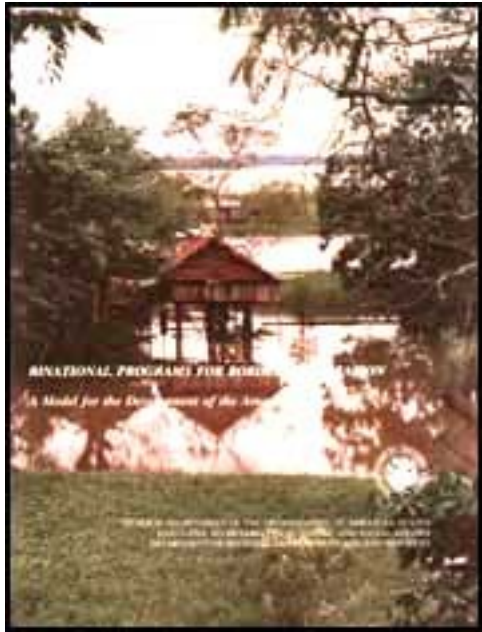


Binational Programs for Border Cooperation - A Model for the Development of the Amazon Region



[Table of Contents](#)

**GENERAL SECRETARIAT OF THE ORGANIZATION OF
AMERICAN STATES
EXECUTIVE SECRETARIAT OF ECONOMIC AND SOCIAL AFFAIRS
DEPARTMENT OF REGIONAL DEVELOPMENT AND ENVIRONMENT**

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Cover

Amazon Landscape
Photo taken by: Newton V. Cordeiro

Table of Contents

[Foreword](#)

[Preface](#)

[1. Introduction](#)

2. The Treaty for Amazonian Cooperation

3. Plans, programs, and projects for border development and integration in the Amazon region

[3.1 Background and objectives](#)

[3.2 Methodological approach and operational structure](#)

[3.3 Binational plans and programs in execution](#)

[3.3.1 Ecuador-Colombia](#)

[3.3.2 Colombia-Peru](#)

[3.3.3 Brazil-Colombia](#)

[3.3.4 Brazil-Peru](#)

[3.3.5 Bolivia-Brazil](#)

4. Principal results and recommendations of the studies

[4.1 Potentials and constraints](#)

[4.2 Specific objectives](#)

[4.3 Proposed strategies](#)

[4.4 Binational subprograms and projects](#)

5. Experience gained

6. Conclusions

7. Selected bibliography

Annexes

[Annex 1. Mechanisms of the treaty for Amazonian cooperation](#)

[Annex 2. Operational structure of the binational programs](#)

[Annex 3. List of plans, programs, and projects identified](#)

The Organization of American States



Foreword

The General Secretariat of the Organization of American States is honored to present the document "Binational Programs for Border Cooperation". This publication was requested by delegates of Brazil, Colombia, Ecuador, and Peru in meetings held between those countries in September 1991, in Santa Fe de Bogota, Colombia, and again during the Technical Seminar on Protected Areas and Sustainable Development held in Mont Albert, Quebec, Canada, June 25-30, 1992.

The document summarizes the objectives, methodological approach, and principal conclusions and recommendations of the binational plans, programs, and projects being executed by the Amazonian countries with the cooperation of the General Secretariat of the OAS.

The general purpose of the border plans and programs is to create conditions for sustainable development. The plans also seek to explore the development potential of the border areas in terms of population, ecosystems, and natural resources, with a view to incorporating these areas into the countries' economies. They are intended not only to deal with the specific problems of each border area, but also to serve as models for extending environmentally sound development planning to other parts of the Amazon region.

The General Secretariat is pleased to support the countries of the Amazon Basin in their efforts to obtain a better understanding of the area and an acceleration of the process of integration, development, and conservation of the Amazon region.

João Clemente Baena Soares
Secretary General





Preface

Recognizing the need to address the problems of environmental management and rational use of natural resources, the governments of the Amazon countries have assigned a high priority, through the Treaty for Amazonian Cooperation (TAC) signed by the countries in July 1978, to joint efforts for the harmonious development of their respective territories. The member countries have also found the Treaty for Amazonian Cooperation to be a good framework for binational cooperation on integration projects in their border areas.

The Plurinational Project on Amazonian Cooperation of the OAS General Secretariat has been supporting the TAC countries in these efforts since 1985. The project offers technical cooperation through binational or multinational activities in river basins and border areas of the Amazon region. It supports the activities of the Council on Amazonian Cooperation and its Secretariat *pro tempore* in the fields of natural resources development and environmental management and helps to obtain external resources for specific projects.

An important element of the Plurinational Project has been the execution of specific studies requested by the countries. The expected results from the studies under way in the border areas include: (a) a regional diagnosis of the general conditions in the area; (b) a proposal for environmental zoning that defines areas appropriate for sustainable productive activities and areas to be subject to environmental protection; (c) an integrated program to formulate development strategies and; (d) a comprehensive set of investment projects; formulated at the prefeasibility or feasibility level. These projects, prepared for selected areas, constitute an "immediate action program."

This document, technical in its approach, presents the methods and principal results achieved to date by the binational Amazonian cooperation programs. It is hoped that the experiences summarized here will be useful in furthering the sustainable development of the region.

Kirk P. Rodgers

Director

Department of Regional Development and Environment





1. Introduction

The Amazon region encompasses the entire east-central area of South America, to the east of the Andean Cordillera and from the Guyana Shield in the north to the Brazilian highlands in the south. Its elevation ranges from 4,000 meters, in the western Cordillera, to sea level. It has an area of more than 7.8 million km², 4% of the South American continent, and includes portions of Bolivia, Brazil, Colombia, Ecuador, Guyana, Peru, Suriname, and Venezuela. The total population of Amazonia is estimated at 22 million (1992), including many tribes of native people.

The enormous wealth of the Amazon region has allowed the survival and development of unique forms of life. The biodiversity of its ecosystems is enormous and these provide habitat to more than 30,000 species of plants, approximately 2,000 species of fish, 60 species of reptiles, 35 families of mammals, and approximately 1,800 species of birds. More than 16% of all the world's fresh water drains through the Amazon Basin, with an average flow in excess of 175,000 m³ per second. The area is characterized by heavy precipitation and is mostly covered with tropical rainforest. The Amazonian forests account for more than 56% of the world's broad-leafed forests. Approximately 3% of the area of the region, or nearly 22 million ha., has been set aside as national parks and protected areas by the governments of the Amazon countries.

The Amazon region cannot be considered only as a reserve for biodiversity; it is also an important storehouse of resources for development. It contains one of the largest known bauxite reserves, approximately 15% of the world's total, and it is one of the major suppliers of iron and steel. Wood and wood products, gold, and tin, are other commodities produced in the region that are under increasing demand for export. The proper management of the Amazon's natural resources is vital for the countries of the region and for the whole world.

The Amazon countries signed the Treaty for Amazonian Cooperation (TAC) in 1978. Under this treaty they agreed to carry out joint efforts and actions to promote development, environmental conservation, and rational use of the region's natural resources. These perspectives were reflected in a gradual incorporation of environmental management and sustainable development as objectives in development strategies of the Amazon countries.

The Amazon countries' border areas, besides being endowed by an enormous biodiversity, have many of the potentials and constraints of the Amazon region as a whole. Programs and projects undertaken in these frontier areas, by limiting the scope of study from the entire basin to areas that are much smaller but still representative of the Amazonian universe, facilitate interagency and interdisciplinary development actions. The objectives set by the countries participating in the border studies include creating conditions for sustainable development in those areas and, at the same time, permitting the formulation of specific development projects, that can serve as models for the extension of development planning and environmental management to other areas in the Amazon.

These activities are carried out by the countries with the cooperation of the OAS General Secretariat,

through its Department of Regional Development and Environment. In monetary terms, the contribution of the OAS General Secretariat, from the beginning of the studies until 1992, amounted to US\$1.7 million (see Graph 1).

Upon joining the OAS in 1989, Canada expressed a particular interest in supporting sustainable development activities in the Amazon. Since 1990 Canada has been participating with the OAS in a technical cooperation program aimed at preparing development and environmental management projects for border areas. Starting in 1991, the OAS General Secretariat and Canada have been executing the *Program on Environmental Protection and Economic Development of the Amazon Region*.

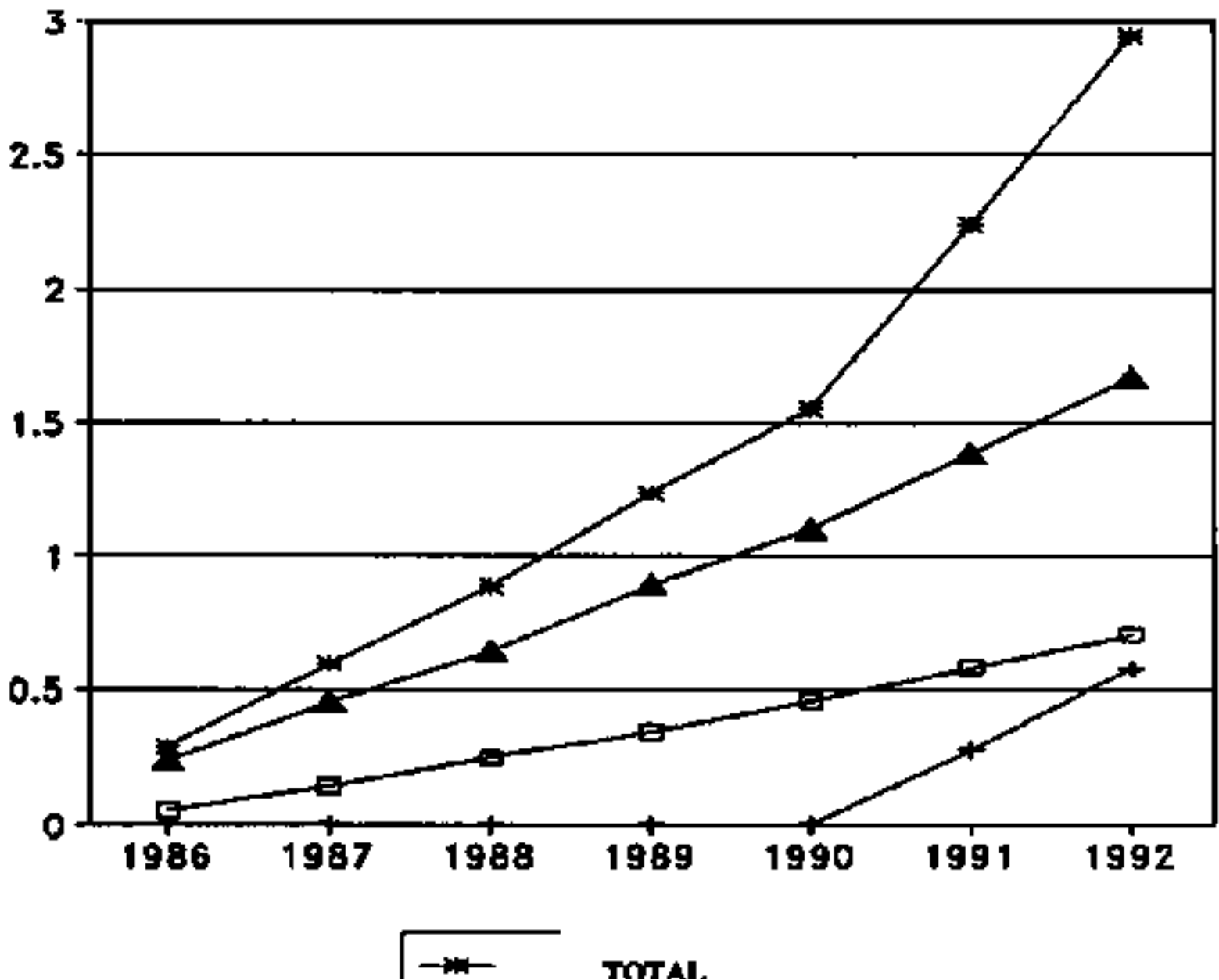




2. The Treaty for Amazonian Cooperation

The Treaty for Amazonian Cooperation (TAC) was signed in Brasilia, Brazil, on July 3, 1978, by the foreign ministers of the eight Amazonian countries: Bolivia, Brazil, Colombia, Ecuador, Guyana, Peru, Suriname, and Venezuela. It is a legal instrument of a technical nature that seeks to promote the harmonious and integrated development of the basin as a foundation for a model of regional economic complementarity to improve the lives of the local people and permit the conservation and rational use of their resources.

Graph 1 - CUMULATIVE FINANCIAL RESOURCES, PLURINATIONAL PROJECT ON AMAZONIAN COOPERATION (Millions of US\$)





The TAC provides for collaboration among the member countries to promote scientific and technological research and the exchange of information, rational use of natural resources, freedom of navigation on the Amazon river system, protection of navigation and trade, preservation of the cultural heritage, health care, the creation and operation of research centers, establishment of an appropriate transport and communications infrastructure, an increase in tourism, and cross-border trade. All these measures are to be implemented bilaterally or by groups of countries to promote the harmonious development of the territories involved.

The TAC is a framework treaty with provisions for agreements on specific issues. It is flexible enough to adjust to the changes and needs of the region. Its mechanisms are presented in Annex 1.





3. Plans, programs, and projects for border development and integration in the Amazon region

[3.1 Background and objectives](#)

[3.2 Methodological approach and operational structure](#)

[3.3 Binational plans and programs in execution](#)

3.1 Background and objectives

The member countries found the TAC to be a valuable framework for promoting binational cooperation in border areas by means of integrated projects. To establish mechanisms for the execution of border-zone projects, bilateral cooperation agreements were signed as a basis for integrated binational studies. To date, the bilateral agreements are Colombia-Ecuador and Colombia-Peru, both signed in March 1979; Brazil-Colombia, March 1981; Brazil-Peru, October 1979; and Bolivia-Brazil, August 1988. Map 1 shows the binational border projects established under these agreements.

In general terms, the objectives defined by the countries for the binational studies on border integration can be summarized as follows:

- To foster environmental management in the area of the binational projects and encourage autonomous and sustainable development by making proper use of natural resources potentials and respecting the constraints;
- To contribute to raising the living standards of the local people by generating productive activities and sources of employment, and to improve or install basic physical and social infrastructure that will meet the needs of the people;
- To promote the integration of each national area with the rest of the country and ensure that this integration acts as a catalyst for development;
- To carry out environmental zoning (ecological and economic) as a basis for land-use planning and to implement production models that consider the capacity of Amazonian ecosystems. These activities are part of a process of sustainable development in which traditional inhabitants of the region, including indigenous and native communities, can participate actively;

- To conserve the biodiversity of the region; and
- To strengthen the national agencies concerned with environmental planning and natural resource use, and to promote creation of mechanisms for joint interagency activities.

LOCALIZATION OF FRONTIER PROJECTS

3.2 Methodological approach and operational structure

The binational plans and programs all share a common purpose and employ a structured planning process for development of a given region. Their objectives pay particular attention to management of the natural resource base.

With these objectives and methods in mind, each country conducted basic studies of the part of its territory that was included in the plan. These studies gathered, organized, and analyzed information from national agencies concerned with natural resource mapping, use and management, and with the physical, social, and economic infrastructure. To supplement this, a catalogue of existing studies and projects in the study areas was compiled. Throughout this entire process, and even during the preparation of the regional diagnosis, more studies were conducted on the different ecosystem variables, in view of the importance of this matter for the development of the Amazonia.

A regional diagnosis of each of the border areas was made and the balance between its potentials and constraints served as the basis for preparing policy guidelines and strategies for structuring the binational border development plans. The processes varied according to the sequence followed by the Technical Committees that were created by the countries in order to execute the studies and to define specific objectives. Consideration was given to the prospects and critical aspects of each region and to the role each could play in the countries' development within the framework of the regional policies already defined by the multinational and binational agreements.

The activities of each plan or program were also governed by individual national policies as they relate to the particular border area. Similarly, each country has its own legal framework within which it carries out its planning for the management of its natural resources in Amazon regionia.

Execution of each binational plan or program followed a general structure which included: a *Joint Commission*, made up of representatives of the Ministries of Foreign Affairs: (the highest decision-making level for the implementation and coordination of the programs); an *Executive Commission*, which is responsible for coordinating the studies, a *Technical Committee* which acted as a bilateral supervisory and mediating body and which was responsible for executing the activities and analyzing and integrating the work produced by the technical bodies; and *Technical Units*, made up of a group of national specialists from the participating institutions, national and international institutions and consultants, and administrative personnel.

Annex 2 gives details of the operating structure of the binational border development programs.

3.3 Binational plans and programs in execution

[3.3.1 Ecuador-Colombia](#)

[3.3.2 Colombia-Peru](#)

[3.3.3 Brazil-Colombia](#)

[3.3.4 Brazil-Peru](#)

[3.3.5 Bolivia-Brazil](#)

3.3.1 Ecuador-Colombia

The Governments of Colombia and Ecuador signed an Agreement on Amazonian Cooperation in March 1979, and in February of 1985 issued the Declaration of Rumichaca, in which they confirmed their decision to cooperate on the integrated development of their border area. On the basis of these instruments, they approved the terms of reference for the *Physical Planning and Management of the San Miguel and Putumayo River Basins* which contains an action proposal aimed at sustainable development of the border region covering part of the Department of Putumayo in Colombia and the Province of Sucumbíos and part of the Province of Napo in Ecuador (see Map 2).

This region has an area of 47,307 km², of which 11,049 km² (23%) is in Colombia and 36,258 km² (77%) is in Ecuador. The regional population is estimated at 332,000, for a population density of 7.0 inhabitants per km². The indigenous population exceeds 43,000.

3.3.2 Colombia-Peru

In March 1979, the Colombian-Peruvian Treaty on Amazonian Cooperation was signed. Article I of this Treaty establishes its purpose "To accord the utmost priority and dynamism to a policy of Amazonian cooperation aimed at creating the forms and mechanisms that are best suited to the singular needs posed by the integral development of their respective territories in Amazonia and thereby ensuring full incorporation of these territories into their national economies." On August 26, 1987, the foreign ministers of the two countries signed a joint communique adopting an action program which focused on Amazonian cooperation. The first step was to convene the Joint Commission on Amazonian Cooperation, to which they assigned the preparation of the *Plan for Integral Development of the Putumayo River Basin*.

The plan covers an area of 160,500 km², about equally divided between the countries. It has an estimated population of 96,300, for a population density of 0.6 inhabitants per km². The indigenous population is approximately 22,620. The Colombian area is in the watersheds of the Putumayo (left bank) and Caquetá (right bank) rivers and the area of the Amazonian Trapezoid. It is located in the Departments of Putumayo and Amazonas. In Peru, the area covers the corridor between the Napo and Amazon rivers (left bank) and the Putumayo River (right bank), and extends to Estirón on the Yavarí River, in the extreme northern part of the Loreto (formerly Amazonas) Region. It covers parts of the provinces of Maynas and Ramón Castilla (see Map 3).

REPUBLIC OF COLOMBIA-REPUBLIC OF ECUADOR

REPUBLIC OF COLOMBIA-REPUBLIC OF PERU

3.3.3 Brazil-Colombia

On March 12, 1981, the two countries signed the Agreement on Amazonian Cooperation, which stipulates that "the contracting countries decide to undertake dynamic cooperation to conduct joint activities and exchange national experiences in the fields of regional development and scientific and technological research adapted to the Amazon region, with a vision to achieve the harmonious development of their respective Amazonian territories, for the benefit of their nations and with adequate preservation of the ecology area." At the first meeting of the Joint Commission of the Colombian-Brazilian Agreement on Amazonian Cooperation (Leticia, 1987), the countries approved the preparation of the *Colombian-Brazilian Model Plan for the Integrated Development of the Border Communities in the Tabatinga-Apaporis Axis*.

The area covered by the plan encompasses close to 28,285 km², of which 9,635 are in Colombia and 18,650 in Brazil. The Colombian portion is in the far southeastern edge of the country, in the Amazonian Trapezoid, and belongs jurisdictionally to the departments of Amazonas and Vaupés. The Brazilian portion is under the jurisdiction of the State of Amazonas (see Map 4). In 1990, the area covered by the plan had a population of 23,736 in Brazil and 21,845 in Colombia. Leticia (Colombia) and Tabatinga (Brazil) make up a single urban area and constitute the demographic and economic center of the region. The indigenous population is 40% of the total, or 18,200.

3.3.4 Brazil-Peru

On October 16, 1979, these two countries signed the Cooperation and Friendship Treaty, which establishes that with respect to the Amazon region, "both parties give the highest priority to the commitments that bind them in this region" and expresses their interest in coordinating bilateral activities. In July 1987, the presidents of Brazil and Peru signed the Declaration of Rio Branco and the Puerto Maldonado Action Program, and established the Joint Brazilian-Peruvian Commission on Amazonian Cooperation to carry out studies of common interest. At the first meeting of the Joint Commission (Rio Branco, Brazil, 1988), it was decided to implement the *Integrated Development Program for the Peruvian-Brazilian Border Communities* (Iñapari and Assis-Brazil).

The total area covered by this program comes to almost 10,320 km², of which 3,900 is in Brazil and 6,420 in Peru. The Brazilian area includes the entire municipal district of Assis-Brazil (in the southeast of the State of Acre). The Peruvian area is in the Inka Region, Department of Madre de Dios, Tahuamani Province (see Map 5). The population comes to 10,200 (estimate for 1990), distributed almost equally between the two areas and is mainly rural, with many indigenous communities.

FEDERAL REPUBLIC OF BRAZIL-REPUBLIC OF COLOMBIA OAS GENERAL SECRETARIAT PLURINATIONAL PROJECT OF AMAZONIAN COOPERATION

FEDERAL REPUBLIC OF BRAZIL-REPUBLIC OF PERU

REPUBLIC OF BOLIVIA-FEDERAL REPUBLIC OF BRAZIL

3.3.5 Bolivia-Brazil

On August 2, 1988, the presidents of Bolivia and Brazil issued a declaration in which they stressed the need for constant attention to environmental issues in the Amazon region. A Joint Action Program was approved, under the Subcommittee on Border Cooperation of the Permanent Joint Coordinating Commission, calling for binational model plans for the integrated development of border communities. They decided to initiate these plans in the following micro-regions: Brasiléia-Cobija; Guajaramirim-Guayaramerín; and Costa Marques and the San Joaquín, San Ramón and Magdalena Triangle, all in Amazonia (see Map 6).





4. Principal results and recommendations of the studies

[4.1 Potentials and constraints](#)

[4.2 Specific objectives](#)

[4.3 Proposed strategies](#)

[4.4 Binational subprograms and projects](#)

4.1 Potentials and constraints

The information used in the preparation of the regional diagnoses, though limited, suggests a set of possibilities to consider in designing policies and strategies for the development of the Amazonian border regions.

Potentials

The most primary possibilities that emerge from the integrated study of each border region indicate:

- Conditions are generally promising for programs to improve both regional farm production and productivity. Although the market is small, increased local production could improve self-sufficiency, reduce the volume of imports, and even generate exportable surpluses of some goods;
- With proper management, national parks and other wilderness areas could serve new functions as centers for reproduction and repopulation of native fauna, preservation of biodiversity, and sources for genetic material as well as for ecotourism.
- Border areas offer opportunities for the establishment of businesses that would draw on capital, raw materials, technology, and markets from both countries, expanding the local economy and generate new employment.

Constraints

The following general constraints of the border areas can be noted:

- Isolation and little effective internal or external communication, which limits development;
- A dependent economic and social structure, which creates expensive inputs, services, and capital goods for productive activities;
- Use of traditional technology in resource exploitation, which results in low levels of

production and productivity;

- Lack of infrastructure in energy, communications, and especially transport, which bars access to resources and prevents an increase in production;
- Rudimentary intermodal transport systems and, general underuse of natural waterways because of unfamiliarity with certain stretches of the rivers'; weak port infrastructure, and a conspicuous lack of boats suitable for passenger and freight transport to the interior.
- Low levels of public and private investment which results in isolation and marginalization for lack of basic services and scant capacity to promote and support production;
- Inadequate local administrative structures to coordinate activities or negotiate budgetary support from the governments; and
- Scattered populations, which makes it difficult to provide basic services and to build the minimum infrastructure for productive activities.

Specific Potentials and Constraints

In the *Physical Planning and Management for the San Miguel and Putumayo River Basins* (Colombia-Ecuador), oil - the region's greatest resource - offers a significant potential. This activity, however, is basically an enclave. Most of the potential for generation of indirect employment remains outside the region. It must also be remembered that unless a serious effort is made to provide small farmers in the project area with economically viable production alternatives and improved living conditions, the current actions to control illegal coca-growing will be ineffective.

In the *Integrated Development Program for the Peruvian-Brazilian Border Communities*, special emphasis is placed on the productive characteristics of the region. Local forest activity must, however, be transformed and modernized: the present primitive methods cause resource degradation. One element essential to these changes are the transfer of technology in tropical resources management and the development of systems for the harvest, storage, transport, and marketing of products. The possibility of building an interoceanic highway will influence and set priorities for natural resources use.

As in the Tabatinga-Apaporis (Brazil-Colombia) the *Plan for the Integral Development of the Putumayo River Basin (Colombia-Peru)*, it is critical to take advantage of the river transport potential to ensure that goods and services generated in the area can be shipped. Excluding the Amazon River, the length of usable waterway is approximately 3,600 km and use is constrained by inadequate port infrastructure and lack of signalling along certain stretches. River navigation is of interest to all the countries in the Amazon region and its importance as an effective instrument for integration cannot be ignored. Intermodal transport should be looked into as a means of lowering costs and shortening travel times for the various activities aimed at integrating the region into the national economies.

Fishing has significant potential, but insufficient attention has been given to its modernization and improving the technology it uses. To be commercially viable, fishing must be more efficient. Processing, storage, and transport should be modernized and directed towards outside markets. Fisheries reserves should be protected to prevent poaching. To prevent the decline of fish populations both public awareness of the importance of conserving these resources and a transfer of fishing technology should be promoted. Infrastructure development, transportation, and market systems are also required. The

countries could also benefit from a harmonization of their fisheries legislation.

Every year, the floodplains are fertilized by sediment carried by floodwaters. These are already used by the people living along the rivers bank for farming and livestock production, but these people could benefit considerably from technology transfer and the introduction of more suitable practices. Experience gained under similar conditions in other parts of the world could prove extremely useful to those local communities.

Ecotourism, which takes advantage of existing natural attractions, provides an excellent opportunity for development and is a valuable source of funds for protecting the involved natural resources. Development of this activity will require an expansion of local infrastructure, considerable training of the local population, improved air and river transport systems, and a worldwide promotional campaign.

4.2 Specific objectives

Based on the needs and real possibilities for using the region resources general objectives defined by the countries and the diagnostic studies established the specific objectives. While each border integration plan or program has its own characteristics, their common objectives can be summarized as follows:

- To strengthen scientific research to generate new ways of managing natural resources;
- To provide more protection for natural areas and wildland by creating national, binational, or trinational reserves and parks;
- To support national and regional institutions, public or private, that are responsible for applying standards governing land use, infrastructure, and resources, and to improve their capacity to operate as instruments of development;
- To encourage groups involved in rural development and to give due appreciation to traditional methods of indigenous populations;
- To connect currently settled areas to national economic and productive activities; and,
- To organize the land settlement processes in certain areas.

4.3 Proposed strategies

Depending on the sphere of application, proposals can be grouped on the basis of spatial or sectoral criteria. Since many of the problems currently affecting the region stem from the relative growth and development of other parts of the country, sectoral strategies have to do with actions that should be undertaken both regionally and nationally.

Unless consideration is given to the cultural motivations and socioeconomic situation of the people living in the area - who determine how the land is now occupied and how the resources are used - there will be no prospects in the short term for sustainable development and maintenance of the protected areas. This means that physical planning, and the analysis of appropriate development options will, in the long run, be the principal guide for the environmental management of the region.

In general, the spatial strategies drawn from the studies can be summarized as follows:

At the Regional Level

- Zone the binational projects areas to identify its ecosystems and design technologies, and establish production and management systems that best suit these ecosystems;
- Organize and consolidate currently settled areas and new settlements;
- Pay attention to the needs of local and indigenous communities;
- Promote border security by improving living conditions, basic services, transport, and communications;
- Strengthen the management capability of local agencies in charge of executing the programs and projects;
- Conduct inventories and disseminate information on the sociocultural values of the region;
- As far as possible, integrate the education and health services and the marketing, transport, energy, and communications systems of the border regions;
- Encourage vertical integration of extractive production and the adoption of sustainable production methods as a means of increasing the primary producer's share of the final value added; and
- Encourage participation of producers and communities in the decisions affecting the course of their own development; take advantage of the traditional knowledge and practices of indigenous and local communities in promoting sustainable development.

At the National Level

The sectoral strategies proposed at the national level, arise out of national planning directives, already established development objectives, and the general strategy described above. They can be summarized as follows:

- *Natural resources and the environment.* Promote physical planning of the binational project areas. Prepare environmental research programs and proposals to channel a higher percentage of national investment into actions that improve environmental quality. Establish training programs on natural resources management. Foster an awareness of the importance of managing Amazon region's natural resources.
- *Productive sectors.* Upgrade existing experiment stations so that they can develop appropriate models for raising regional productivity; develop river transport to improve sociocultural and trade relations between the border areas and other parts of both countries; support establishment of agroindustry by means of a credit program.
- *Population.* Create conditions enabling the people of the region to live a dignified and productive life. To that end, expand and integrate education and health facilities and services; support development of native communities; promote nutrition education; develop programs of community participation to build housing and basic sanitation systems, using appropriate technology; and support binational programs for the control of communicable

diseases.

- *Physical infrastructure and spatial integration.* Evaluate the new infrastructure projects and promote new designs that minimize negative environmental impacts and that take natural hazards into account in the investments to be made; support projects for the improvement of the communications infrastructure; prepare a plan for the development of feeder roads and intermodal connections to serve the more remote areas and integrate these into the region and into the individual countries. Promote binational infrastructure projects in transportation and communications and in energy interconnections for population centers and rural communities.

- *Border development.* Promote surveys of the social and cultural values of the region. Use the development potential of border areas to further international trade and transport by fostering relations with other parts of the countries.

- *Science and technology.* Promote dissemination and exchange of appropriate technology in production, education, housing, and urban infrastructure.

4.4 Binational subprograms and projects

As the culmination of the planning process that was carried out by the technical units, an important group of subprograms and projects has been identified that will help meet the objectives and implement the strategies that have been formulated.

Annex 3 gives, a general description of the binational programs and projects. Although this list might seem too long, it should be noted that many activities appear more than once in different border integration plans.





5. Experience gained

The binational plans and programs and the operational structure and methodological approach used in their formulation have led to important accomplishments:

- They have reasserted the main purpose of border integration, which is to integrate the social, economic, and institutional structures of the area into relatively homogeneous core units, even though they belong to different countries. This approach, besides promoting joint solutions to common problems, has made it possible to identify and implement projects on a larger scale than could be achieved individually by each country in its own border areas. This is based on an understanding of the role that border areas play and on a knowledge of their shared potential,
- They made it possible to improve and harmonize national information about the border area on important matters such as physiographic configuration, geomorphology, and even the mapping of the area,
- They have made more and better information available and created new technical, institutional, and administrative mechanisms for use by the local authorities, with a view to more frequent and productive dialogue with the regional and national decision-making centers.

Similarly, the execution of the studies and the formulation of the binational plans and programs has shown that:

- In some of the countries, the institutions that are supposed to serve as central repositories of the inventories or qualitative information on natural resources either do not exist or are not effectively organized. Where there are several of them, they are not connected with each other in a way that allow studies to be conducted on ecosystems and their interrelationships. It is thus necessary to give priority to strengthening the institutions responsible for this work and to promote specialized training of their research personnel.
- During the preparation of the regional diagnoses, the national technical units conducted important field and office work that gave rise to sectoral reports that were later consolidated into a national report. Perhaps the most important work consisted in collating the national reports to produce the regional diagnosis for each program. In the final stage of the diagnosis, the binational technical committees were essential since the information from each territory regarding individual sectors and the physical description, often varied appreciably.
- The experience gained in the diagnostic phase was a major benefit of integration that is being promoted, since technical experts of different levels from the countries involved participated in the work of the binational committees. A broad spirit of cooperation vital to

achieving the regional diagnosis and delineating the policies and strategies for border development was evident.

- At the political level, the diagnostic stage marked an important activity of the Executive Committees, which were responsible for approving the diagnoses and taking action to define policies and strategies. These policies and strategies, in turn, were then translated into concrete programs and projects at the national and binational levels.

- In the phase of project identification and formulation, technical cooperation provided by the OAS Department of Regional Development and Environment played a significant role, both with the sectoral specialists and advisers working with the technical units and with the specialists engaged in consolidating the regional diagnoses and drafting the binational reports.

- This type of technical cooperation project shows that the formulation of specific projects can be just as orderly as the regional diagnostic phase, or more so, due to the greater availability of resources for technical cooperation, as well as the management experience in these programs elsewhere.

- The success of the projects to be conducted from this point on will depend on the willingness of the countries to commit public-sector resources including the necessary finances for their implementation.





6. Conclusions

The studies carried out under these projects are indicative of the efforts that the Amazonian countries are making to deal with one of the greatest challenges of our time: sustainable development of the Amazon region. The studies show the advantages of treating regional development by means of border integration projects in order to generate and spread the basic elements of the region's potential for future development. They also emphasize the importance of starting the process in areas that are representative of both the potential and the limitations of Amazonia.

Sustainable use of resources necessarily includes the rational use of forest resources, to provide solutions for the local people who make their living by tapping and processing these resources. A project for multiple use of forests, for example, directed towards the identification, quantification, and development of individual species. In addition to protection, such a project can provide a number of non-wood forest products that have commercial value as food, animal feed, medicines, etc. and help to diversify and make greater, more comprehensive use of natural and planted forests for the benefit of the people associated with those ecosystems. National efforts to develop this kind of model for the sustainable use of forests resources through appropriate technology and financial resources should be supported by the international community.

Regardless of the economic activity, development is closely linked to use of the natural resource endowment. Nevertheless, the absence of an appropriate strategy for ensuring comprehensive management of this endowment over the long term could make sustainable development a difficult goal to reach. Despite this difficulty, it presents an opportunity that should not be wasted since the definition of such strategy creates the conditions for changing inappropriate development approaches and for establishing more socially equitable and more ecologically sustainable models.

The topic of biodiversity has been examined to varying degrees in the regional diagnoses for the plans studied. Emphasis should be placed on the use and sustainable development of those resources, not just in their preservation. National research, data compilation, and monitoring efforts should receive international support.

Productive rehabilitation of degraded ecosystems, technical and financial assistance to farmers, and the compatibilization of a nation's agricultural and environmental policies appears to be basic for ensuring viability of a sustainable development strategy for agriculture.

Along with rational use of natural resources, viable regional development requires that priority be placed on human development. Policies that have been followed in designing development for the border regions clearly show an orientation toward eradication of poverty, even though it is difficult to attain in the short term. It is important to note that there can be no effective development - much less sustainable development - until the region's population makes significant progress towards growth and equity that will enable it to overcome its present level of poverty.

The criteria used in defining the binational and national projects show the countries' interest in improving the well-being of their border communities. This is seen in the projects that foster economic growth, protect the basic needs of local populations, including the indigenous communities, and which promote a restructuring of the productive sectors.

Physical planning and management can orient the land settlement process towards making efficient use of resources, setting standards to minimize potentially polluting activities, delimiting lands for multipurposes and uses, for protection or conservation, and for improving the infrastructure of the territory.

A final conclusion is that in order to achieve a more satisfactory relationship between society and its environment, timely provision should be made for the changes that human activities and competition over use of resources may bring about in order to minimize potential conflicts.





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Annexes

[Annex 1. Mechanisms of the treaty for Amazonian cooperation](#)

[Annex 2. Operational structure of the binational programs](#)

[Annex 3. List of plans, programs, and projects identified](#)

Annex 1. Mechanisms of the treaty for Amazonian cooperation

Mechanisms for implementing the Treaty for Amazonian Cooperation are the following:

- ***Meetings of Ministers of Foreign Affairs of the Contracting Parties***, which are held whenever it is considered advisable or timely, to set basic guidelines for the common policy, to evaluate the overall progress of the Amazonian cooperation process, and to adopt decisions aimed at attaining the objectives set forth in the instrument (Article XX). As of the date of this report, four Meetings of Foreign Ministers have been held: in Belem, Brazil (October 1980); Cali, Colombia (December 1983); Quito, Ecuador (March 1989); and Santa Cruz, Bolivia (November 1991).

- ***Council on Amazonian Cooperation***, composed of high-level diplomatic representatives of the contracting parties, whose function is to monitor fulfillment of the mandates and purposes of the treaty and of the decisions reached in the Meetings of Ministers of Foreign Affairs. The Council considers initiatives presented by the countries and takes the appropriate decisions on studies and bilateral or multilateral projects to be executed by the Permanent National Commissions (Article XXI). Between the signing of the treaty and December 1990, the Council on Amazon Cooperation held four meetings: Lima, Peru (1983); La Paz, Bolivia (1986); Brasilia, Brazil (1988); and Bogota, Colombia (1990).

- ***Treaty Secretariat***, whose functions are exercised *pro tempore* by the contracting party in whose territory the next regular meeting of the Council on Amazonian Cooperation is to be held (Article XXII). The Secretariat is responsible for carrying out the activities provided for in the Treaty as well as those mandated by the Meeting of Ministers of Foreign Affairs and the Council on Amazonian Cooperation. Peru, Bolivia, Brazil, Colombia, and now Ecuador have served as Secretariat *pro tempore*.

- ***Permanent National Commissions***, created by the contracting parties are responsible for applying the provisions of the TAC in their individual territories and for executing the decisions adopted by the Meetings of Ministers of Foreign Affairs and the Council on Amazonian Cooperation, together with other activities that each state may assign them

(Article XXIII).

- *Special Commissions*, formed by the contracting parties as necessary, study specific problems or issues relating to the purposes of the Treaty (Article XXIV). To date, Special Commissions on the Environment (CEMAA), Science and Technology (CECTA), Health (CESAM), Indian Affairs (CEAIA), Transport, Infrastructure, and Communications in the Amazon (CETICAM), and Tourism (CETURA) have been established. The Special Commissions receive support from international and regional technical and financial cooperation agencies such as the OAS in formulating and implementing their programs and projects.

- *Meeting of Presidents of the Amazon Countries*, which, while not a stated mechanism of the TAC, brings together the presidents of the signatory countries. They met for the first time on May 6, 1989, in Manaus, Brazil, to discuss their common interests in the Amazon region and, in particular, the future of cooperation for the development and protection of their individual Amazonian territories. The second meeting of presidents was held on February 10 and 11, 1992, to study the topics of the United Nations Conference on Environment and Development. The presidents adopted a declaration reaffirming that "the imperative of economic and social development should be combined with conserving and protecting the environment, by means of the promotion of strategies for the sustainable use of natural resources and respect for the rights of citizens to a better quality of life". They also affirmed the right of Amazonian countries to "use their own resources to ensure their progress and well-being."

Annex 2. Operational structure of the binational programs

The general organizational plan followed in executing each binational plan or program is as follows:

- *Joint Commission*: The Joint Commission is composed of representatives from the Ministries of Foreign Affairs and is the highest level for decisions on implementing and coordinating execution of the programs of common interest. The Joint Commission approves the operational mechanism as well as the terms of reference for preparation of the programs and projects. It also negotiates technical and/or financial support from international organizations.
- *Executive Commission*: This is the binational mechanism that supervises execution of the studies. It is made up of the permanent secretary of the Joint Commission, a representative from the Permanent Commission (or Subcommittee) of each country, the directors of the agencies to which the Technical Units of each country report, and the Director of the OAS Department of Regional Development and Environment or his representative. The functions of the Executive Commission are as follows:
 - * To coordinate and promote in the two countries the execution of the studies included in the various phases of the plan or programs;
 - * To approve the program of activities and the reports presented by the

Technical Committee;

- * To monitor the progress toward the goals of the plan or program of activities;
- * To ensure that the national agencies of the individual countries accomplish their assigned work and provide the technical and logistical support required to stay on schedule and properly carry out the planned activities.

- **Technical Committee:** This is a bilateral mechanism for direction and administration. It has a secretariat responsible for executing the analysis and integration of the work produced by the technical agencies of both countries and the OAS consultants. The Technical Committee is to:

- * Organize and program execution of the activities to be carried out by the Technical Units, in accordance with the approved work plan;
- * Direct and evaluate the work assigned to the Technical Units;
- * Harmonize the reports presented by the Technical Units before submitting them to the Executive Commission for consideration;
- * Through the Permanent Secretariat: receive, review, and integrate all the documents prepared; and,
- * Organize work and research, if necessary, to carry out the activities called for in the plan or program.

The Permanent Secretariat, for its part, has an executive function with respect to the evaluation and review of reports and studies produced by the Technical Units and to the preparation of the final documents.

- **Technical Units** operate in each country. Consist of a unit chief designated by the Government, a group of national experts from the participating agencies, international consultants, and administrative staff. Their principal functions are:

- * To execute the studies and activities contained in the terms of reference;
- * To evaluate and review studies; and,
- * To identify and formulate programs and projects in the priority areas selected.

Annex 3. List of plans, programs, and projects identified

Plan/Program	Projects	Subprojects/Components
<u>Plan for the Physical Planning and Management of the San Miguel and Putumayo River Basins (Colombia-Ecuador)</u>	Environment	Pilot project for sustainable management of natural resources
		Environmental research

	Environmental education
	Forestry, wildlands, and wildlife
Attention to Indian Communities	Community development
	Health
	Aspects of production
	Education and culture
	Legal aspects
Reorientation of the Agricultural Sector	Amazonian agricultural production units (UPAAZ)
	Agroindustrial and commercial crops
	Fisheries development
	Marketing
	Credit
	Technical assistance
	Land tenure
Agricultural Inputs	Phosphate fertilizers
	Agricultural lime
	Others
Health and Basic Sanitation	Infrastructure and equipment
	Supporting services
	Health education
	Research in traditional medicine
Training and Organization	Community organization
	Development of rural women
	Job training
<u>Colombian-Brazilian Model Plan for the Integrated Development of the Border Communities of the</u>	Tourism Development
	Ecotourism
	Construction/remodeling of basic infrastructure

Tabatinga-Apaporis Axis
(Colombia-Brazil)

	Purchase of equipment for land and river transport
	Intra- and intersectoral repercussions
	Environmental education
	Promotion of international tourism
Development of Fish Farming (Leticia Regional Center)	Fish farming development
	Construction/refitting of Regional Aquaculture Center at Leticia
	Establishment of fish-breeding units
	Provision of laboratory and research equipment at the Center
	Establishment of production and marketing units
	Basic surveys on areas of biology, limnology, economy, and technology
	Establishment of demonstration unit for rural development and extension programs
Technical Assistance and Rural Extension	Training in farm management practices for indigenous people and settlers
	Promotion of poultry and small livestock production
	Technical advisory services for resumption of traditional "chagra" farming
	Distribution of improved seeds and support to horticulture and various crops
Economic Utilization of Forest Resources	Regionwide botanical studies
	Introduction of appropriate technologies
Health Plan	Organization and development of health services; manpower; network of laboratories; information system; community participation; physical infrastructure
	Comprehensive maternal and child care
	Prevention and control of communicable diseases

	Control of vector-borne diseases
	Prevention and control of noncommunicable diseases
	Oral health program
	Environmental sanitation
	Care of indigenous communities
	Epidemiological surveillance
Basic sanitation	Expansion and improvement of the Leticia water treatment plant
	New water intake, treatment, and distribution system at Tabatinga; sewage service for
	Tabatinga and integration into the Leticia system; construction of sewage outfalls
	Collection and final disposal of solid wastes (sanitary landfills) for Leticia, Tabatinga, and other towns under the Plan
	Abattoirs and marketplaces for Leticia, Tabatinga, and other towns under the Plan
Tabatinga-Leticia Urban Transport	Transit engineering solutions; signs, parkings; pedestrian, loading and unloading areas
	Coordination and harmonization of urban transport measures with urban development
	Long-term project guidelines in the light of urban planning and uses of space
	Organization of a binational cooperative or similar enterprise
	Renewal of rolling stock
Ecological and Economic Zoning	Creation of data base
	Mapping with standardized parameters for the two countries
	Demarcation of homogeneous areas for agricultural development, extraction, and the creation of conservation units.

		Complementary studies of biotic and abiotic matters
		Expansion and consolidation of the Amacayacu National Nature Reserve
	Environmental Education	Support for classroom education; adaptation of curricula of classroom education
		Environmental education for the community
<u>Program for the Development of Border Communities of Iñapari-Assis, Brazil (Peru-Brazil)</u>	Utilization of Forest Resources	Typology of crop, forest, and grazing production systems and their distribution
		Evaluation of economic, social, and environmental behavior of the systems detected.
		Proposal of new productivity-raising technologies
		Management of wildlands for conservation as national parks, reserves and sanctuaries, protected forests, etc.
		Description of principal faunal populations of the area
		Management and utilization of secondary forests
	Fishery Development	Establishment of a community fishery center
		Establishment of control, supervision, and technological support units
	Health Development	Integrated preventive health project
		Training of technical and professional staff
		Expansion and improvement of the health services network
		Binational coordination
	Environmental Zoning	Inventory and evaluation of natural resources
		Cadastral survey
		Demarcation and establishment of protected natural areas

		Environmental planning
		Management of production systems and ecological surveillance
	Management of Binational Program	Inventory of public and private institutions in the region
		Analysis of organizational structure and operation of institutions
		Review of experiences in project execution
		Design of mechanisms for promotion, conduct, and management of the program
	Improvement of Road between San Lorenzo and Brasilea	
<u>Plan for the Integral Development of the Putumayo River Basin (Peru-Colombia)</u>	Natural Parks	National natural parks; Putumayo-Sabaloyacu Conservation Unit
		Binational parks
	Integrated and Sustainable Forest Management	
	Integrated Small Farms	
	Integrated Attention to Indian/Native Communities	Education and training
		Health and basic sanitation
		Agricultural consolidation Marketing
	General Soil Survey	
	Integrated Fishery Management	Management and development of ornamental fish species
		Management and development of artisanal fishing
		Training and promotion for development of artisanal fishing and aquaculture
Aquaculture research and development		
Research on hydrobiological resources in Colombia-Peru border zone		

		Management and development of fishing for consumption
Marketing		Supply program in the border zone
		Marketing on the Putumayo River
Integral Health Project		Health project for the Putumayo River basin
		Border plan for health actions
		Program for medical care
		Infrastructure and river-borne medical care
Education		Construction, expansion, and equipping of educational centers
		Teacher education and training
		Construction of I.S.T. El Estrecho
		Construction of agricultural schools
		Expansion of boarding schools
Geologic Evaluation		Geologic evaluation of the Putumayo and Napo river basins
		Preliminary evaluation of coal deposits
		Geologic exploration of the Putumayo River basin
		Prospecting for construction materials
		Preliminary geologic exploration in the highlands of Traira
Hydromorphologic Studies		
Scientific Expedition		
Documentation Center for the Amazon		Amazonian documentation center (Colombia)
		Amazonian documentation center (Peru)
Center for Appropriate Technology		Center for appropriate technology
		Research and training center
<u>Program for the Development of the Bolivian-Brazilian Border Communities (Brazil-Bolivia)^a</u>	Basic Services Infrastructure	Water and sanitation
		Electrical equipment

	Telecommunications
Production Activities	Forest development
	Mining development
	Agricultural development
	Fishery development
Natural Resources	Preservation and conservation
Transportation Infrastructure	Road transport
	River transport
	Air transport
	Multimodal transport
Border Cooperation	Facilitation and exchange of goods and services
Indian Communities	
Tourism	

Note:

^a The studies on the different areas of the Brazil-Bolivia Binational Project have not yet been completed. The projects and subprojects presented are deduced from the policies and strategies selected in the process of border cooperation. 2





The Organization of American States

The Organization of American States (OAS) is the world's oldest regional organization, dating back to the First International Conference of American States, held in Washington, D.C., on April 14, 1890. This meeting approved the establishment of the International Union of American Republics. The Charter of the OAS was signed in Bogota in 1948 and entered into force on December 13, 1951. The Charter was subsequently amended by the Protocol of Buenos Aires signed in 1967, which entered into force on February 27, 1970, and by the Protocol of Cartagena de Indias, signed in 1985, which entered into force on November 16, 1988. The OAS currently has 35 Member States. In addition, the Organization has granted Permanent Observer status to 25 States in Europe, Africa and Asia, as well as to the Holy See and the European Economic Community.

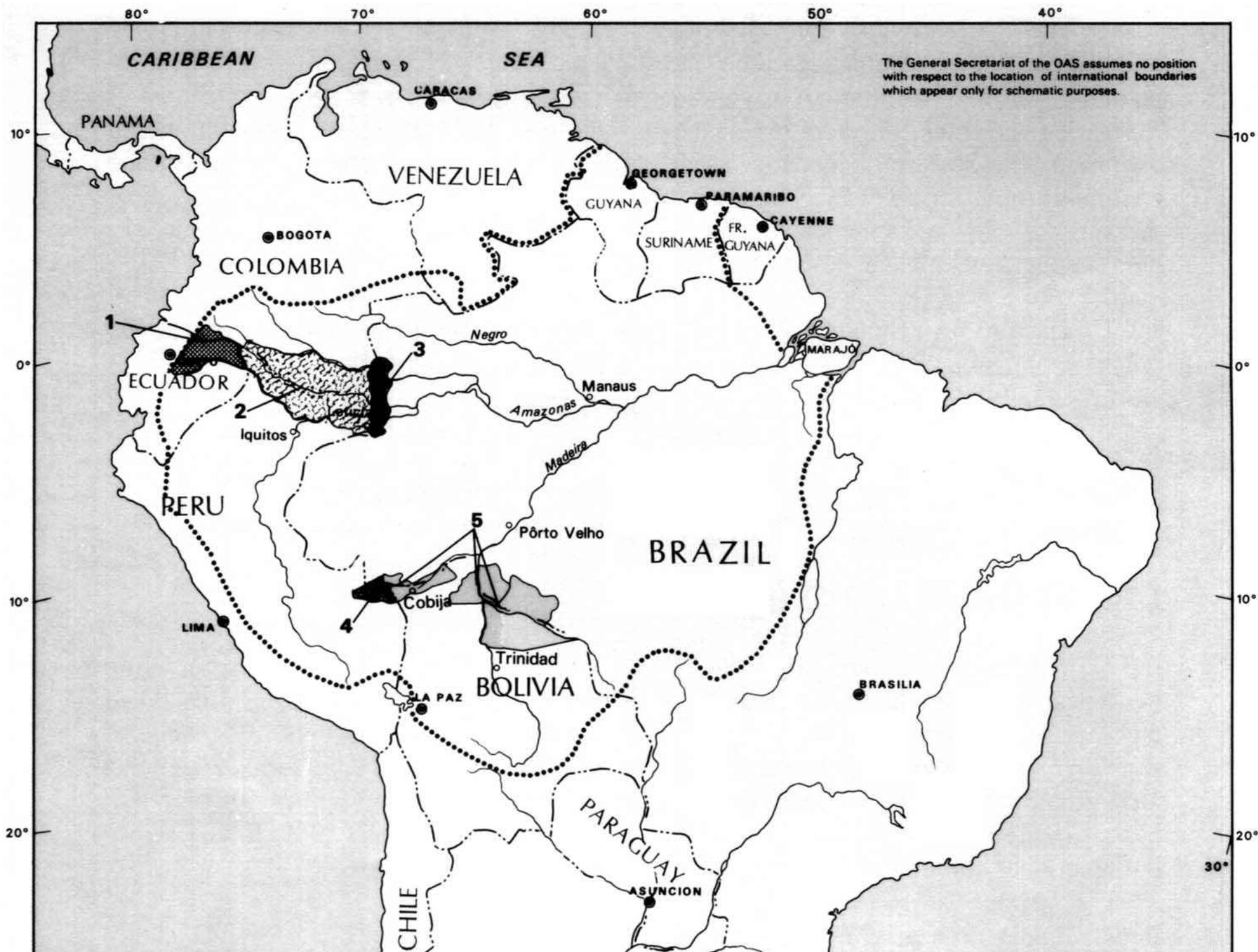
The basic purposes of the OAS are as follows: to strengthen the peace and security of the continent; to promote and consolidate representative democracy, with due respect for the principle of nonintervention; to prevent possible causes of difficulties and to ensure the pacific settlement of disputes that may arise among the Member States; to provide for common action on the part of those States in the event of aggression; to seek the solution of political, juridical and economic problems that may arise among them; to promote, by cooperative action, their economic, social and cultural development, and to achieve an effective limitation of conventional weapons that will make it possible to devote the largest amount of resources to the economic and social development of the Member States.

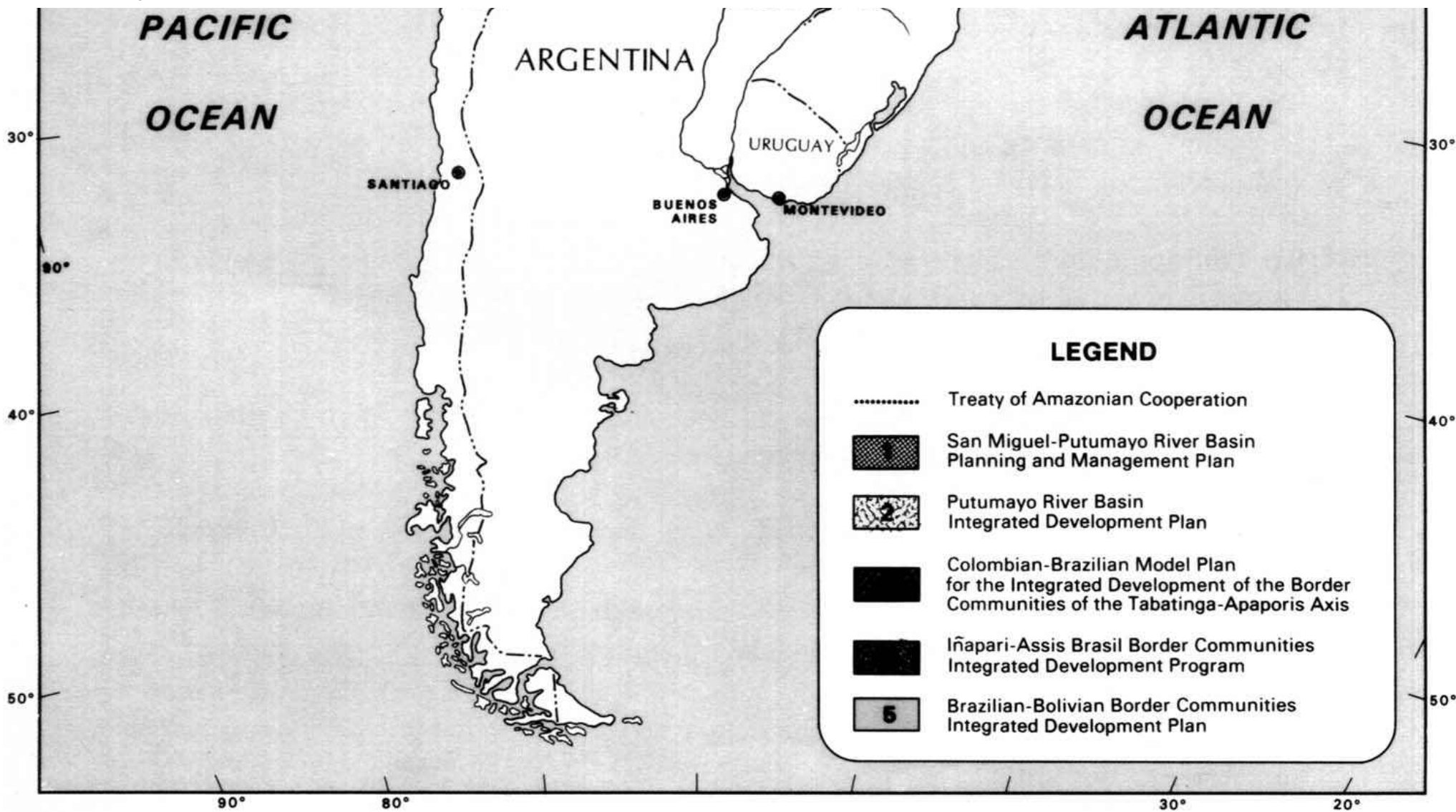
The OAS accomplishes its purposes through the following organs: the General Assembly; the Meeting of Consultation of Ministers of Foreign Affairs; the Councils (the Permanent Council, the Inter-American Economic and Social Council and the Inter-American Council for Education, Science, and Culture); the Inter-American Juridical Committee; the Inter-American Commission on Human Rights; the General Secretariat; the Specialized Conferences; the Specialized Organizations and other entities established by the General Assembly.

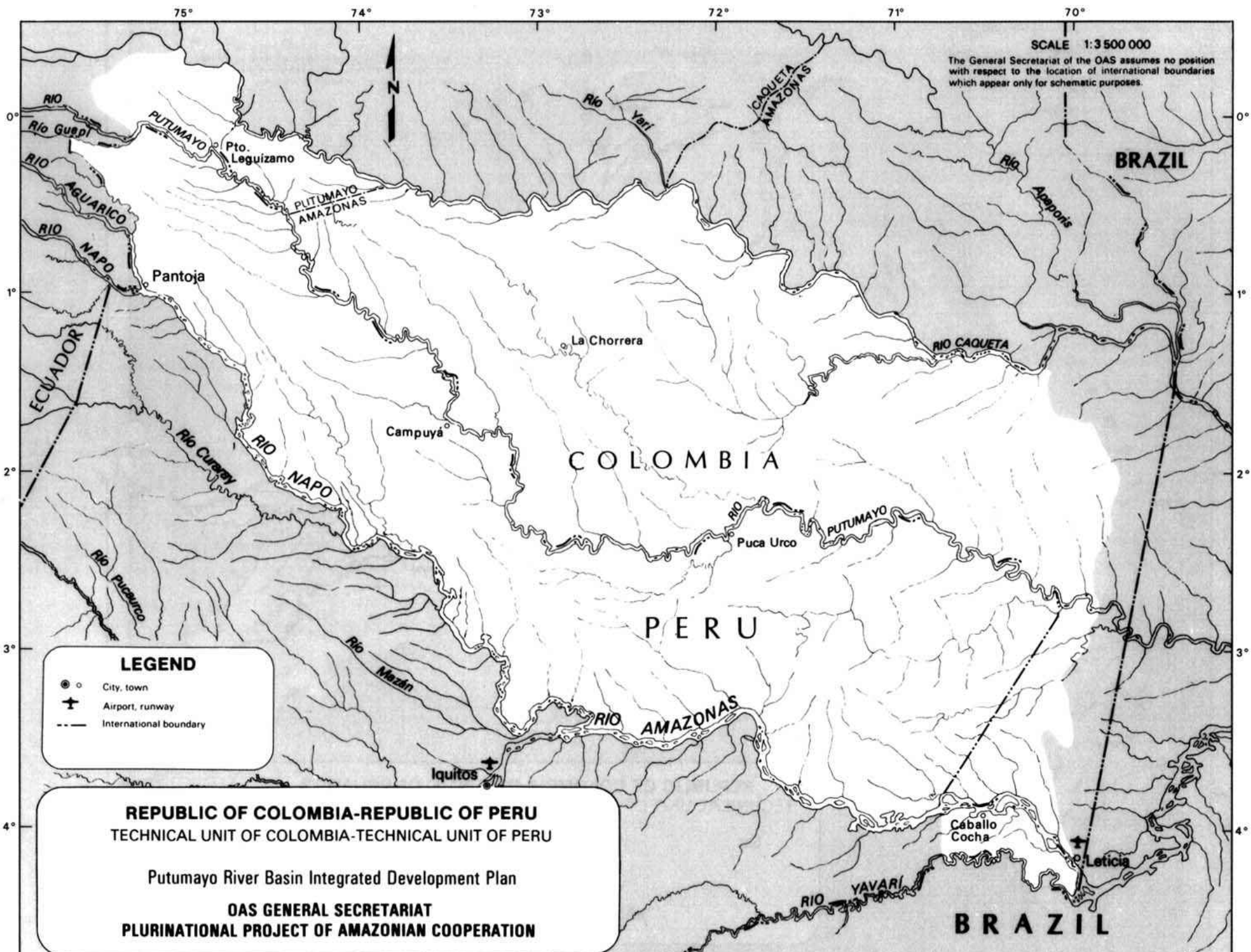
The General Assembly holds regular sessions once a year. Under special circumstances it meets in special session. The Meeting of Consultation is convened to consider urgent matters of common interest and to serve as Organ of Consultation under the Inter-American Treaty of Reciprocal Assistance (Rio Treaty), the main instrument for joint action in the event of aggression. The Permanent Council takes cognizance of such matters as are entrusted by the General Assembly or the Meeting of Consultation and implements the decisions of both organs when their implementation has not been assigned to any other body, it monitors the maintenance of friendly relations among the Member States and the observance of the standards governing General Secretariat operations and also acts provisionally as Organ of Consultation under the Rio Treaty. The purpose of the other two Councils is to promote cooperation among the Member States in their respective areas of competence. These Councils hold one annual meeting and meet in special sessions when convoked in accordance with the procedures provided for in the Charter. The General Secretariat is the central and permanent organ of the OAS. The headquarters of both the Permanent Council and the General Secretariat is in Washington, D.C.

MEMBER STATES: Antigua and Barbuda, Argentina, The Bahamas (*Commonwealth of*), Barbados, Belize, Bolivia, Brazil, Canada, Chile, Colombia, Costa Rica, Cuba, Dominica (*Commonwealth of*), Dominican Republic, Ecuador, El Salvador, Grenada, Guatemala, Guyana, Haiti, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, St Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, Trinidad and Tobago, United States, Uruguay and Venezuela.









SCALE 1:3 500 000

The General Secretariat of the OAS assumes no position with respect to the location of international boundaries which appear only for schematic purposes.

LEGEND

- ○ City, town
- ✈ Airport, runway
- - - International boundary

REPUBLIC OF COLOMBIA-REPUBLIC OF PERU
TECHNICAL UNIT OF COLOMBIA-TECHNICAL UNIT OF PERU

Putumayo River Basin Integrated Development Plan

OAS GENERAL SECRETARIAT
PLURINATIONAL PROJECT OF AMAZONIAN COOPERATION



