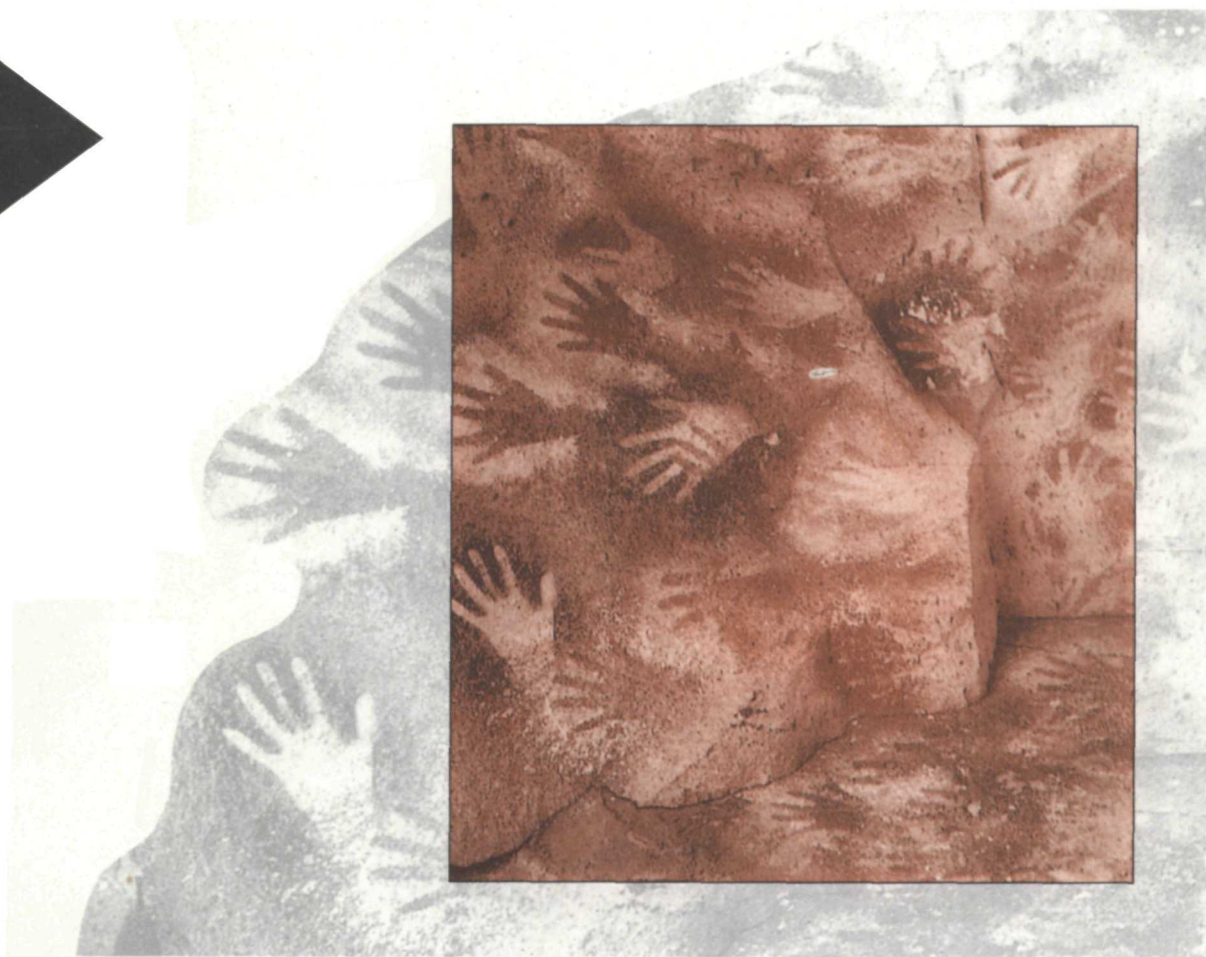


IUCN  
19th General Assembly

# Proceedings

19th Session of the General Assembly of  
IUCN - The World Conservation Union  
Buenos Aires, Argentina  
17-26 January 1994



BUENOS AIRES - 1994



**UICN**  
Unión Mundial para la Naturaleza

# PROCEEDINGS

19th Session of the General Assembly of  
**IUCN - The World Conservation Union**  
Buenos Aires, Argentina  
17-26 January 1994

International Union for Conservation of Nature and Natural Resources  
1994

These proceedings have been assembled by Hugh Synge, Chief Rapporteur to the General Assembly. Rapportage of individual sessions was provided by Jill Blockhus, Françoise Burhenne, Jeremy Carew-Reid, Patrick Dugan, Don Gilmour, Wendy Goldstein, Lothar Gündling, Peter Hislair, Sarah Humphrey, Aban Kabraji, John McEachern, Nancy MacPherson, Rob Malpas, Patti Moore and Byron Swift. Rapportage in French was provided by Jean-Yves Pirot and Charles Doumenge, and in Spanish by Mariano Gimenez-Dixon and Enrique Lahmann. Rapportage of the 10 workshops was organized by Per Ryden. Additional help was provided by other members of IUCN staff. Hugh Synge thanks them all for their painstaking work and also thanks in particular Sir Shridath Ramphal, Sir Martin Holdgate, John Burke, Fiona Hanson, Ursula Hiltbrunner, Fayez Mikhail, Estelle Viguet, Morag White and John Williams for their help and contributions.

The designations of material in this book and the geographical designations employed do not imply expression of any opinion whatsoever on the part of IUCN concerning the legal status of any country, territory or area, or concerning the delineation of its frontiers or boundaries.

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# Foreword

by the outgoing Director General, Dr Martin W. Holdgate

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The General Assembly of IUCN - The World Conservation Union is a unique parliament for the world conservation movement. It brings together delegates from the Union's more than 800 members, drawn from over 100 countries around the world. They meet with representatives of partner international organizations, individual members of the IUCN Commissions, and observers from non-member bodies. People from governments, government agencies and non-governmental organizations come together not only to discharge the formal business of the Union but also to consider global and regional environmental issues, and the actions that should be taken by the World Conservation Union, its members, and the world community at large.

Since the inaugural meeting at Fontainebleau, France, in 1948, the General Assembly has met in Brussels, Belgium (1950); Caracas, Venezuela (1952); Copenhagen, Denmark (1954); Edinburgh, Scotland, United Kingdom (1956); Athens, Greece (1958); Warsaw, Poland (1960); Nairobi, Kenya (1963); Luzern, Switzerland (1966); New Delhi, India (1969); Banff, Canada (1972); Kinshasa, Zaire (1975); Ashkhabad, USSR (1978); Christchurch, New Zealand (1981); Madrid, Spain (1984); San Jose, Costa Rica (1988) and Perth, Australia (1990). It met in extraordinary session in Geneva, Switzerland, in April 1977 to review the Statutes of the Union.

The 19th Session of the General Assembly was held from 17 to 26 January 1994, in Buenos Aires, Argentina, at the kind invitation of the His Excellency The President of the Republic of Argentina, Dr Carlos Saul Menem. Local arrangements were guided by the Secretary of State for Natural Resources and the Human Environment, Dona Ing. Maria Julia Alsogaray. The theme of the Session was "Caring for the Earth and its People"—a theme chosen to emphasize the role of the ten Workshops in following up the second World Conservation Strategy, *Caring for the Earth: A Strategy for Sustainable Living*, published by IUCN, the United Nations Environment Programme and the World Wide Fund For Nature in 1991. The General Assembly was attended by over 1100 participants from 109 countries. In addition, 144 IUCN

Secretariat staff from offices in 22 countries were present, and over 700 Press were accredited. It was the biggest such gathering in the history of IUCN.

This volume of Proceedings summarizes the main events of the Assembly: the Plenary Sessions, special presentations, Technical Meeting and Workshops. The record shows that the Session was extremely important for many reasons. It adopted a new Mission Statement for the World Conservation Union, and a Strategy to put it into effect. That Mission Statement emphasizes that IUCN works as a supporting, enabling, facilitating organization that seeks to "influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable". IUCN is a conservation organization, but recognizes that sustainable development processes are crucial if conservation is to be achieved.

The General Assembly elected a new President of IUCN, Dr Jay Hair, President of the National Wildlife Federation of the United States of America. It recorded its warm thanks to the outgoing President, Sir Shridath Ramphal of Guyana. It elected a new Council, and endorsed a programme and budget for the next three years. It reviewed the roles of the six Commissions—unique voluntary networks—and gave them new mandates. All the Commissions held their own meetings prior to the formal opening of the General Assembly itself. The policy of decentralization and regionalization of the Union's institutions which had been endorsed by the preceding Session in Australia and carried forward energetically since then was strongly reaffirmed. As a result of that process, the number of IUCN staff based in the developing world has increased by more than threefold in three years, and Headquarters is now the base for only a third of the personnel. The Assembly also emphasized its expectation that north-south balance would be sought in appointments to the institutions of IUCN.

Meetings at regional and national levels are now an established and increasing feature of the World Conservation Union. The membership have made it clear that they want to be much more closely involved

in the governance of their organization. The Programme is increasingly being made up from inputs through Regional and Country Offices, and executed in the regions with the direct involvement of member organizations. This is clearly the pattern of the future.

There were ten Workshops in Buenos Aires, addressing themes as widely spread as environmental ethics, the sustainable use of wildlife, the conservation of biological diversity, the nature of "carrying capacity", empowering and involving communities in care for their environments, and the global role of IUCN in partnership with other institutions. Ninety-eight Resolutions and Recommendations were adopted on the role, programme and governance of the Union, world environmental problems and solutions, and conservation issues in particular regions and countries. The Press Centre was a constant hive of activity, producing daily press releases in Spanish and English (over 27 in total), a bilingual daily conference news-sheet, organizing press conferences, briefings and interviews — providing a first-class service for journalists and helping them to get their stories out. Finally, beyond the formal sessions and official business summarized here, there was a mass of invaluable human contact and exchange, as knowledge was shared, experiences compared, and agreements for new patterns of cooperation reached.

These Proceedings—available, like all the documentation of the General Assembly in the three official languages, English, French and Spanish—are only part of its tangible products. They are accompanied by a separate volume of Resolutions and Recommendations, again in all three languages. The main

themes addressed in the Workshops will form the basis of a book, and some Workshops will also lead to special publications. The Strategy of the Union is being revised to take the points made in debate into account, and it too will be published separately. And the conclusions of the many formal and informal meetings will "trickle through" in many other ways, to influence the thinking of the world conservation community.

The General Assembly itself is set to change. It was recognized that it has become two kinds of event rolled into one—a World Conservation Congress with workshops and discussions of conservation and development questions, and a governance or business meeting electing the Officers, adopting the Programme and budget, and guiding the actions of the organization in the years ahead. In future, these kinds of activity will be separated in the programme, although they will be held in the same period and at the same venue. The aim is to streamline the formal business and set aside as much time as possible for the exchange of ideas that so many find the most valuable feature of such a gathering.

This Session of the General Assembly marked the end of my term of office as Director General of the World Conservation Union. If I may close this Foreword on a personal note, I step down with full confidence in the work and contribution of this unique world body, with thanks to those who entrusted me with its leadership for the past six years, and with the warmest of good wishes to my successor, David McDowell, and all who will work with him in the coming triennium.

# Resolution 19.98: Vote of Thanks to the Host Country

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AWARE that the demanding objectives of a General Assembly of IUCN can only be met when the Session takes place in a well-equipped and efficiently managed setting;

EMPHASIZING that a congenial and friendly atmosphere contributes immensely to success;

NOTING with appreciation that these conditions were met in full measure at the 19th Session of the General Assembly held in the Sheraton Conference Centre in Buenos Aires;

The General Assembly of IUCN - The World Conservation Union, at its 19th Session in Buenos Aires, Argentina, 17-26 January 1994:

1. WARMLY thanks the Government of the Republic of Argentina for so generously hosting the 19th Session;
2. EXPRESSES particular thanks to His Excellency the President of the Republic Don Carlos Saúl Menem for honouring the Assembly with his presence and welcome at the Opening Ceremony, and to the Secretary of State for Natural Resources and the Human Environment, Dona Ing. Maria Julia Alsogaray, for her support and that of her Secretariat throughout the period of organization of the Assembly as well as during the Session itself;
3. ACKNOWLEDGES with gratitude the dedicated support provided by the local conference organizers, the personnel of the Sheraton Towers Hotel, the many local volunteer helpers, and all those others who gave generously of their time and knowledge.

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# Acknowledgements

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Norwegian Agency for Development  
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Overseas Development Administration (ODA),  
United Kingdom

United Nations Educational, Scientific and  
Cultural Organization (UNESCO)

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(UNDP), Pakistan

United Nations Environment Programme  
(UNEP)

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Manliba (Waste Management)

Sheraton

Telecom Argentina

Telefonica de Argentina

Santa Maria

Secretaría de Turismo de la Nación

# Minutes of the 19th Session of the General Assembly

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## **Preliminary Session**

In the afternoon of 17 January, an informal preliminary session was held at the Sheraton Hotel, which was the venue for all sittings of the 19th Session of the General Assembly other than the Opening Ceremony. The President, Sir Shridath Ramphal, as Chair of the General Assembly, first welcomed participants. Ms Pam Eiser, representing Ms Yolanda Kakabadse (the Chair of the General Assembly Steering Committee), outlined the timetable and procedures for the General Assembly, including the presentation of credentials, the method for voting and the procedure for handling Resolutions and Recommendations. The Director General, Dr Martin Holdgate, outlined the purpose of the Technical Meeting on the proposed Triennial Programme and Budget, and the Director of Programme, Mr Per Ryden, explained about the Workshops.

Lic. Fernando Ardura, Director of the National Parks Administration of Argentina, representing the Host Country, presented cordial greetings from the Argentine National Organizing Committee and spoke about the remarkable history of Buenos Aires. His colleague Dr Arturo Tarak gave an illustrated talk on the exceptional diversity of nature in the surrounding region.

## **Opening Ceremony (100th Sitting)**

The 19th Session of the General Assembly was opened by His Excellency The President of the Republic of Argentina, Dr Carlos Saul Menem, at a ceremony in the famous Teatro Colon, near the centre of Buenos Aires. After the arrival of the Presidential party, the President of the World Conservation Union, Sir Shridath Ramphal, made a speech entitled Conservation and Creation (presented here as Annex 3). This was followed by a speech from His Excellency The President of the Republic of Bolivia, Lic. Gonzalo Sanchez de Lozada (Annex 4), who announced that Bolivia was joining the World Conservation Union as a State member. The final speech was by President Menem (Annex 5), who welcomed the delegates to Argentina and expressed his personal interest in their work.

## **Adoption of the Agenda (101:1)\***

General Assembly Paper GA/19/94/1

The President of the World Conservation Union, Sir Shridath Ramphal, opened the formal business of the Assembly. After preliminary announcements, he informed the Assembly with deep regret of the death in November 1993 of Professor François Bourliere, who was President of IUCN from 1963 to 1966. The Director General paid a tribute to Professor Bourliere, mentioning the central role that he had played in the International Biological Programme during the 1960s, and referring to his scientific stature, human warmth and personal modesty. The Assembly stood for a minute in silence in his memory.

*Decision 559* The Agenda for the General Assembly was adopted as outlined in Annex 1.

## **Adoption of the Rules of Procedure (101:2)**

*Decision 560* The Rules of Procedure of the General Assembly were adopted, with three small amendments that had been read out in the Preliminary Session.

## **Appointment of Committees (101:3)**

*Decision 561* The General Assembly appointed the following Committees:

### **a) Credentials Committee**

Veit Koester (Chair) (Denmark)  
Pam Eiser (Australia)  
Parvez Hassan (Pakistan)  
Ana de Lamas (Argentina)  
Regula Haller (Committee Secretary, IUCN)

### **b) Resolutions Committee**

George Greene (Chair) (Canada)  
Wolfgang Burhenne (Germany)  
Jean-Claude Lefeuvre (France)  
Khawar Mumtaz (Pakistan)  
Juan Carlos Navarro (Panama)  
Valery Neronov (Russian Federation)  
Perez Olindo (Kenya)  
Nicholas Robinson (USA)  
Pedro Tarak (Argentina)  
Catherine Wallace (New Zealand)  
Peter Schei (Observer) (Norway)  
Martin Holdgate (Director General, IUCN)  
Mark Halle (Committee Secretary, IUCN)

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\* The numbers in brackets after the heading for each item are the number of the Sitting followed by the number of the item on the Agenda (see Annex 1)

**c) Finance and Audit Committee**

David Smith (Chair) (Jamaica)  
E. Curtis Bohlen (USA)  
Martin Edwards (Canada)  
Ashok Khosla (India)  
Gunther Kolodziejczok (Germany)  
Boyman Mancama (Zimbabwe)  
Jacques Morier-Genoud (Switzerland)  
Don Person (IUCN Treasurer)  
Michael Cockerell (Assistant Director General, Management)  
Claude Durocher (Committee Secretary, IUCN)

**d) Programme Committee**

Reuben Olembo (Chair) (UNEP, Kenya)  
Ibrahim Alam (Saudi Arabia)  
Fernando Ardura (Argentina)  
Tariq Banuri (Pakistan)  
Idrissa Daouda (Niger)  
Augusta Henriques (Guinea Bissau)  
Thor Larsen (Norway)  
Bing Lucas (New Zealand)  
Antonio Machado (Spain)  
Juan Mayr (Colombia)  
Liberty Mhlanga (Zimbabwe)  
Russ Mittermeier (USA)  
David Runnalls (Canada)  
Wang Sung (China)  
Zoltan Szilassy (Hungary)  
Per Ryden (Committee Secretary, IUCN)

**Addresses by the Partners in *Caring for the Earth* (101:4)**

Professor Reuben Olembo, Assistant Executive Director of UNEP, read a speech by Elizabeth Dowdeswell, Executive Director of UNEP (Annex 6). Dr Claude Martin, Director General of WWF-International, made an address on behalf of the World Wide Fund For Nature (Annex 7). These two organizations had joined with IUCN in the preparation of *Caring for the Earth*.

**Introduction of the Director General Designate (101:5)**

The President introduced the Director General Designate, Ambassador David McDowell, who was to take up the post on the retirement of Dr Holdgate in April 1994.

Mr McDowell thanked the delegates for the warmth of their welcome and the generosity of their comments. He saw the General Assembly as the best possible briefing for himself and invited delegates to introduce themselves to him. He explained that he was initially a conservationist by instinct, but now claimed to be one by intellectual persuasion and conviction. He explained that he is not a conservation scientist, but rather a manager, mediator, negotiator and, also he hoped, a motivator. By training he is a historian and diplomat. He

was leaving conventional diplomacy because, in the post Cold War era, he saw the new diplomacy of conservation as addressing more fundamental questions of human survival than did conventional diplomacy.

He went on to say that he saw the Assembly as the main forum for collective dialogue and for discussion of the Union's mission. He asked, therefore, that the Assembly give as clear a message as possible on the direction in which members want the Union to go.

## **Membership (101:6,103:1,104,105,108:1)**

General Assembly Papers GA/19/94/2, GA/19/94/11

Sir Shridath Ramphal welcomed the State members which had joined during the Triennium—Argentina, Botswana, Burkina Faso, Cyprus, Guatemala, Guinea, Italy, Lebanon, Mozambique, Russia, South Africa, Turkey, Viet Nam and Zaire. He also welcomed Bolivia, whose President had announced adherence to the Statutes during the Opening Ceremony. The Director General then reported that Panama had also joined during the General Assembly.

Later on, in the 105th Sitting, the Brazilian Ambassador to Argentina, Mr Marcos Azambuja, accompanied by Parliamentary Deputy Fabio Feldmann, presented a letter of adherence to the Union from the President of Brazil, following a decision of the Brazilian Parliament; Brazil thus became the 69th State member of the Union.

The Director General introduced his report on membership (GA/19/94/2). At the start of the Assembly the Union had 809 members, consisting of 66 States, 103 Government Agencies, 555 national NGOs, 48 International NGOs and 37 Affiliates. Yet in his view this encouraging growth masked several problems: the Union did not have a membership strategy, growth in NGO membership far exceeded that in the State and Government Agency sectors, there was growing dissatisfaction with the designation of geographical regions in the Statutes, and a complete reform was needed in the complicated and little used means whereby individuals could be Supporters of the Union. He welcomed the growth in members' meetings, and suggested the General Assembly endorse the importance of National Committees (since done in Resolution 19.5). To help service the increasing growth in membership, he had appointed Mr Mark Halle as Director of a new Central Policy Unit and Ms Ursula Hiltbrunner to lead the Membership Unit.

He went on to explain the difficult position over members with arrears of dues, as outlined in GA/19/94/11. Great efforts have reduced the number in this position, but 27 members were in arrears for one year and 41 for two years. Of these, 14 were State members. Yet many of these countries were helping the Union and were active in its work. He proposed, therefore, that more efforts be made to allow these members to make their payments in kind. He reported that the IUCN Council were advising the Assembly to exercise the discretion given it under the Statutes and not rescind the remaining rights of the members two or more years in arrears. This would allow them to remain as non-voting members of the Union.

The Canadian Nature Federation objected to this proposal, arguing that, according to the Statutes, dues can only be paid in Swiss Francs and that the remaining rights of those members should be rescinded. The Pakistan State member delegation, however, argued that if members could pay in local currency, many of the arrears would be paid. The Algerian Ecological Movement explained that it was frequently impossible for members in countries with non-convertible currencies to obtain money in other currencies without recourse to the black market. It was subsequently agreed to ask the Finance and Audit Committee to consider the question of payment of dues.

The following other points were made in the discussion:

- .. the Jordan and Oman State member delegations asked that IUCN increase its activities in West Asia, which had fewer members than any other region, and that IUCN should use Arabic more frequently in its work; in particular *Caring for the Earth* should be translated into Arabic;
- .. the Bahamas National Trust argued that the Union should develop a strategy to increase the membership of States and Government Agencies. The Nature Conservation Council of New South Wales (Australia), however, believed it would be a mistake to set targets for the recruitment of members, since this could attract unsuitable organizations and so undermine the mission of the Union.

In the 103rd Sitting, the Director General introduced the agenda paper on membership dues. This proposed an increase of 3.5% per annum, effectively holding the dues constant in real terms.

*Decision562* In the 108th Sitting, in accordance with a recommendation of the Finance and Audit Committee, the General Assembly decided to increase membership dues by 3.5% per annum as proposed in GA/19/94/11.

*Decision563* The General Assembly also adopted the recommendations of the Finance and Audit Committee over arrears of dues. These read as follows:

"For members to whom hard currency is not available, or who are otherwise unable to pay dues, the Committee recommends that the Director General seek ways in which payments can be made, either in local currency or by the provision of goods or services to the Union.

"The Committee recommends to the General Assembly that those members who are in arrears for two or more years, as indicated in Annex 2 of Addendum 1 of GA 19/94/2, should have their remaining rights rescinded. The Director General should in each case find out the reason that the member is in arrears and within one year use every means to secure payment in currency or otherwise so that their membership may be restored."

In the 101st Sitting, the representative of the China Wildlife Conservation Association argued that the IUCN Council had made a mistake in admitting to membership the International Committee of Lawyers of Tibet (ICLT). The Association had expressed strong objection by correspondence in 1991, when

IUCN was seeking opinions from voting members, but Council did not accept its objection. However, in accordance with Article II of the IUCN Statutes, "if any objection is made by a voting member in that period, the admission shall require ratification by the General Assembly by a two-thirds majority of votes cast by each category of voting member". He reaffirmed the Association's position, giving evidence that ICLT is not a nature conservation organization but a human rights organization. He pointed out that ICLT is engaged in activities designed to separate Tibet from China and thereby interfering in the internal affairs of China. He claimed that this is against the objects of IUCN and so is in contradiction to one of the criteria in the Statutes for eligibility of members to IUCN. He asked for a Working Group to be set up to consider the matter.

Pam Eiser, as representative of the Membership and Nominations Committee of Council, explained the actions of Council in this case. She said that in accordance with normal procedures the application from ICLT was circulated to members and subsequently considered by Council at its 32nd Meeting in November 1991. At that time the Secretariat advised the Committee that a question had been raised by one member, not in China. The Committee, on the basis of the material before it, concluded that ICLT did meet the statutory requirements for membership and on the recommendation of the Committee the Council had admitted ICLT as a member of the Union. An objection had been received from the China Wildlife Conservation Association, but was received after the deadline given and after the Council had made its decision.

The President then said that in view of this late objection the Council had asked the Director General to review the circumstances of the case. Dr Holdgate had subsequently advised Council that the documents had been studied critically and the formula of the Statutes had been followed exactly. The documents received about ICLT satisfied the criteria in the Statutes, by showing that the organization had published reports on environmental issues in Tibet. The Director General explained that Council is bound by the formula in the Statutes and that the matter could therefore only be raised at the General Assembly.

In discussion, the Pakistan Institute of Labour Education and Research supported the stand of the China Wildlife Conservation Association. The Wilderness Society (Australia), however, disagreed, contending that work in other fields in no way disqualified the right of an organization to be a member of IUCN.

It was agreed to set up a Working Group under the Chair of Dr Jan Cerovsky, a Vice President of IUCN, to hear the views of the interested parties and to report back to the General Assembly. In the 104th Sitting, the President reported that Dr Cerovsky and the Legal Adviser had met with the Chinese delegations and discussed with them the formal position under the IUCN Statutes and the options for the future. He announced that these discussions would continue with all interested parties, and under the guidance of the newly elected Council. In response to an expression of concern by the Pakistan Institute of Labour Education and Research that the Group proposed had not been formed, the President expressed his regrets that expectations were not

fulfilled and the Director General said he would be happy to include the delegate from Pakistan in further discussions.

## **Follow-up to the Resolutions and Recommendations of the 18th Session of the General Assembly (101:6)**

General Assembly Paper GA/19/43/3

The Director General introduced his paper, which summarized action taken under each of the 76 Resolutions and Recommendations adopted at the previous Session of the General Assembly. In most cases the report showed substantial progress, demonstrating that Resolutions and Recommendations from IUCN General Assemblies appear to be taken seriously. However, it was very difficult for the Secretariat to monitor progress, especially where implementation required action at the national or local levels, since so few members had reported back. He asked that in future sponsors of motions accept an obligation to report back to the Director General on action taken. National Committees, where they exist, could also help.

He also argued that the General Assembly should consider laying down ground-rules for motions, which should only be admitted if they are fully compatible with the mission of the Union. IUCN was highly respected within its sphere of expertise, but it was not a political forum. If the Union adopts motions on other matters, he believed it would weaken the influence of the Union. Lastly, he asked the Assembly to consider the merits and demerits of site-based motions, although some of those approved in Perth had proved very useful. The Assembly returned to these issues in considering the 159 draft motions before them, covered below.

Lastly, he asked members to tell the Secretariat of gaps in the report. He would be happy to issue a revised version of the report if more material came to light.

In the discussion, the Australian Nature Conservation Agency said that there was a discrepancy between what had been submitted to the Secretariat and what had been reported in the paper. The Agency asked that the Secretariat take account of all the views presented. The Pakistan State member delegation felt that the Focal Point for IUCN, rather than the sponsor, should be responsible for reporting on action to implement motions.

Other members made comments on the reports about individual motions: the National Commission for Wildlife Conservation and Development, Saudi Arabia, on 18.44, Houbara Bustard; the Association for the Defence of the Environment, São Paulo, Brazil, on behalf of the South American Members Committee, on 18.8, Increased IUCN Support for its South American Members, and 18.9, Conservation of Priority Ecosystems in South America; the Ecological Society of the Philippines on 18.59, Geothermal Project on Mount Apo, Philippines; and the Zaire State member delegation on 18.51, Protection of Mount Nimba, Guinea.



*Decision 564* The General Assembly noted the report on Follow-up to the Resolutions and Recommendations of the 18th Session of the General Assembly.

The Director General then introduced the Addendum 1 to that paper, on the Guidelines for the Ecological Sustainability of Nonconsumptive and Consumptive Uses of Wild Species. These Guidelines (Annex 1 to Addendum 1) had been prepared in response to Recommendation 18.24 of the last Session of the General Assembly and had emerged from an exhaustive consultation process. They would be debated in one of the General Assembly Workshops, and the actions to be taken defined in a draft Recommendation (subsequently adopted as 19.54).

The Director General also introduced Addendum 2, on the taking of wild birds for the pet trade. A Group of Experts convened in response to Recommendation 18.39 had concluded that the trade had not been brought under satisfactory control and the question was now whether calling for a ban was the right action to take. After giving his views on the matter, he proposed that an *ad-hoc* group of members be convened under the authority of the Resolutions Committee to negotiate a balanced text to take forward to CITES. The Assembly agreed to this proposal. (See Recommendation 19.49.)

### **The Activities of the Union since the 18th Session of the General Assembly (101:6,101:7,104)**

General Assembly Paper GA/19/94/4

The Director General introduced his Agenda Paper. He explained that the formal report to members consisted of the printed Annual Reports for 1991 and 1992, and the draft text for a similar Report for 1993 (presented to delegates under the title "Update '93"). Agenda Paper GA/19/94/4 is therefore much shorter than formerly, consisting of an overview and analysis of the Programme by the Director General, and Triennial Reports by the six Commission Chairs.

He went on to outline some of the highlights of the triennium—an increase in operational expenditure from SFR 31.25 million to SFR 55.2 million despite the recession, a large growth in staff combined with the decentralization of the Union's Programme and Offices, and the launch of *Caring for the Earth* with WWF and UNEP. He also explained the scoring system he had devised for the analysis of the Programme areas in the Agenda Paper and outlined the reasons why each of the seven activities marked B/C or C had not been successful.

Thanks to generous support from the Swedish International Development Authority and cooperation between several other supporting agencies, an independent examination of the work of the Union from 1991 to 1993 had been carried out in late 1993. The team had been led by Mr Leif Christoffersen, formerly a senior member of staff of the World Bank. At the invitation of the President, Mr Christoffersen presented the conclusions of his review. His speech, outlining eight key recommendations, is presented as Annex 8. In thanking him, the President expressed the General Assembly's gratitude to him and his team, and to the agencies which had made this important review

possible. He invited the Programme Committee to consider the Director General's report, the results of the review and the points made in debate.

In discussion, the Wildlife Institute of India complimented the Director General on his excellent administration of the Union, but expressed concern that more resources had not been made available to implement certain parts of the Caracas Action Plan, developed after the IVth World Congress on National Parks and Protected Areas in 1992. Influencing global decision-makers could only be done by closer involvement of members in developing countries.

*Decision 565* In the 104th Sitting, after hearing the report of the Programme Committee, the General Assembly approved the report of the Director General on the activities of the Union in the past triennium (GA/19/94/4).

### **The Finances of IUCN in the Triennium 1991-1993 (101:8, 101:9,104)**

General Assembly Paper GA/19/94/5 Addendum 1, with annexes

At the invitation of the President, the Treasurer, Mr Don Person, introduced the report on IUCN Finances, jointly prepared by the Director General and himself. The triennium had been a time of major growth and change, with a doubling in income and expenditure. He noted that Council had appointed a Business Committee chaired by Dr Jay Hair, increasing the information available to Council on the Union's financial situation. He drew attention to the continuing exchange risks to which the Union is subject, making it impossible to match perfectly income and expenditure.

The growth had been in income for individual programmes and projects, rather than in unrestricted funds. The growth in support from IUCN's main partner agencies carries its own risks: much of it has to be renewed annually or at the completion of the project concerned, the Union is subject to frequent evaluations, and much of the funding is received many months after the work has been started.

Growth has particularly affected the Regional Programmes, the expenditure on which has grown ten-fold from 1988 to forecasted 1994. This degree of decentralization requires changes to the control mechanisms exercised by Council and the Director General. Constant attention is needed, as losses can accumulate quickly and there is a considerable financial risk to the Union.

The Treasurer finally drew attention to the Reserves, which he believed were far too low. Experience over the last triennium had demonstrated the absolute necessity of having reserves available to cover losses and deficits in projects. Increasing the reserves to 10 per cent of the operating budget will be a high priority for the next triennium.

The President and Director General both thanked the Treasurer for his immense contribution, and the latter emphasized the need for more reserves. Dr Jay Hair, in commenting on the work of the Business Committee of Council, said that the General Assembly faced a challenge of establishing a clearer sense

of priorities in the Programme and then of deciding how these priorities could be funded.

*Decision 566* In the 104th Sitting, on the recommendation of the Finance and Audit Committee, the General Assembly approved the report of the Treasurer and Director General on the finances of IUCN in the Triennium 1991-1993 (GA/19/94/5 Addendum 1) and the Auditors' reports for the years 1990, 1991 and 1992 (GA/19/94/5 Annexes 1-3).

## **The Work of the IUCN Commissions 1991-1993 (102:1)**

General Assembly Paper GA/19/94/4

In introducing this item, the President drew attention to the written reports of the Commission Chairs in the Agenda Paper.

Professor Hans Lundberg, Deputy Chair of the Commission on Ecology, introduced the report on that Commission. The Australian Littoral Society argued that the Commission should be retained, contrary to the recommendation in the Review on Commissions (see next Agenda item).

Dr Parvez Hassan, Chair of the Commission on Environmental Law, introduced his report. In reply to a question on the Commission's work in the South Pacific, Dr Hassan explained that the Commission and the Environmental Law Centre provide technical assistance to Pacific island States through the South Pacific Regional Environment Programme (SPREP). The New Zealand State member delegation asked for an assurance that the Commission would continue to focus on environmental law related to nature conservation, rather than on broader issues. Dr Hassan replied that its priorities are set by the General Assembly.

Dr Thaddeus (Ted) Trzyna, Chair of the Commission on Environmental Strategy and Planning, introduced his report. He was followed by Mr Partha Sarathy, Chair of the Commission on Education and Communication. There were no questions or comments on either report.

Mr P.H.C. (Bing) Lucas, Chair of the Commission on National Parks and Protected Areas, introduced his report. In response to a question from the India State member delegation, Mr Lucas emphasized the primary importance of protected areas in IUCN categories I—III for the conservation of biodiversity, but stressed that they should be seen within the context of regional planning. The Forestry Association of Botswana, however, was concerned that in conservation, especially of trees, too much emphasis could be put on protected areas, at the expense of other forms of land use, such as communally managed forests.

The State member delegation of Zaire congratulated Mr Lucas and CNPPA on the great success of the IVth World Congress on National Parks and Protected Areas (Caracas, 1992). In response to a point from the Great Barrier Reef Marine Park Authority (Queensland, Australia) on the need for additional resources, Mr Lucas suggested that base funding was needed for a Commission to be effective. Volunteers can often give their time free, but need funds to cover the cost of correspondence, phone, fax, etc. Resources, too, were needed to

provide Regional Vice-Chairs with a minimum level of support and to cover the cost of regional steering committees. The Nature Conservation Council of New South Wales suggested that IUCN do a cost-benefit analysis on voluntarism in the Union.

Dr George Rabb, Chair of the Species Survival Commission, introduced his report. In reply to a question by the Pakistan State member delegation on how the Commission decided which species to work on, Dr Rabb explained that this depended on the availability of volunteers. Uganda National Parks, a Government Agency member, congratulated SSC and CNPPA on their excellent work, but suggested that because of possible overlap the Union should consider merging the Commissions. (The General Assembly later chose not to include a clause to this effect in its Resolutions on SSC and on protected areas.) Points on individual species and species groups were made by the Moroccan Association for the Protection of the Environment (on desert animals in North Africa) and by the World Underwater Federation (on hunting of Southern Right whales).

### **Review of the Commissions (102:2,104:3,105)**

General Assembly Papers GA/19/94/6 and GA/19/94/6 Supp.

Dr David Munro introduced the Review, which Gabor Bruszt and he had prepared. He emphasized the extent of collaboration that he and his co-author had enjoyed from Chairs and members of Commissions, from IUCN staff and from IUCN members, but pointed out that the conclusions of the Review did not represent a consensus. He remarked that Council had accepted the conclusions of the Review "virtually *in toto*".

He then outlined what he considered to be the most important points of principle from the Review:

- .. the Commissions are a unique and valuable part of the Union, and should be funded accordingly;
- .. Commission Chairs should continue to be elected to Council by the General Assembly, but greater attention should be paid to the process of nominating candidates;
- .. each Commission should be subject to a triennial end-of-term review by an independent evaluator, and subject to an in-depth review every six years, with emphasis on finding performance indicators.

Turning to individual Commissions, the Review recommended that the Commission on Ecology be abolished, and replaced by a new Scientific and Programme Advisory Board of Council; that the mandate of the Commission on Education and Communication be confined to providing advice on the Union's Education Programme; and that the Commission on Environmental Strategy and Planning continue its efforts to develop a clearer and more focussed role. (Later, the General Assembly did not take up this recommendation for the

Commission on Ecology, deciding instead to establish a Commission on Ecosystem Management in its place.)

The Director General drew attention to his paper on the role of the Commissions and other networks, forming a supplement to the Review of the Commissions (GA/19/94/6 Supp.). He suspected that many people associated with IUCN did not understand that only part of the Union's Programme is implemented by or through the Commissions. Also, it is possible to have voluntary networks in IUCN other than Commissions. He reaffirmed the criteria for judging whether a Commission is the right instrument for a given purpose, set out in Resolution 18.4 of the last General Assembly. He considered that the existing Commissions met these criteria unevenly and that some parts of the Programme could equally well be undertaken in other ways. He strongly advised that the group appointed to revise the Statutes (subsequently approved in Resolution 19.5) look searchingly at how the status, accountability and operations of the Commissions should be defined.

The Review and the future of the Commissions were considered by an informal group led by Veit Koester, who reported on its findings in the 105th Sitting (pages 48–49). In the Plenary the Review was discussed as part of the debate on the Long-Term Strategy, and therefore the points made on Commissions are reported under that Agenda item, below.

### **Reports of the Credentials Committee (102:3,104:1,109)**

The Chair of the Credentials Committee, Mr Veit Koester, presented three reports. In his final statement, he said that the final calculation of potential votes was as follows:

Category A (governmental members):	154 votes (of the total possible 221 votes)
Category B (non-governmental members):	391 votes (of the total possible 637 votes)

In both categories the quorum (50 per cent of the total vote) had been achieved. Of the Category B votes, 68 related to 34 international NGO members, as each of them is allocated two votes.

Under the Statutes, the votes of non-governmental organizations from any one country may not exceed 10 per cent of the total non-governmental vote. On this occasion, the total value of the votes of NGO members from any one State did not exceed 10 per cent and so there was no need for fractional voting.

In presenting his third report, Mr Koester stated the strong recommendation of the Committee that the present procedures for credentials should be carefully examined. This could be done under Resolution 19.5, agreed earlier that day, to review the Statutes. He expressed his sincere thanks to Ms Regula Haller, Secretary of the Committee, to Ms Fiona Hanson of the IUCN staff, and to the other members of the Committee.

## **Special Presentation on Sustainable Development and Indigenous People (102:4)**

The presentation included the following speakers:

Cindy Gilday, Special Adviser, Government of the Northwest Territories (Canada)  
Ingmar Egede (Greenland), Vice President of the Inuit Circumpolar Conference  
Caleb Pungowiyi, President, Inuit Circumpolar Conference (Alaska)  
Jose Pedro de Oliveira Costa (Brazil), Associação de Defesa de Meio Ambiente, São Paulo

Cindy Gilday, Chair of the IUCN Task Force on Indigenous People, opened the session, with a summary of the activities of the Task Force during the previous year. The Task Force had held a workshop and a symposium. It had prepared a draft of a case study volume, which was near completion, and a draft of a guide to the participation of indigenous people in strategies for sustainability. She noted that indigenous people had only just started to knock on IUCN's door, and that support for the rights and concerns of indigenous people was an essential element in achieving sustainable development. She noted regretfully that many members of the Task Force were unable to come to the General Assembly because of lack of funds for their travel.

Caleb Pungowiyi argued that though indigenous people were small in number, their management practices had served to maintain the natural environment in large parts of the world. The Inuit Conservation Strategy has achieved success through the cooperation of Canada, the United States and the Inuit. The support of the Task Force and the completion of the guide deserve the continued support of IUCN.

Ingmar Egede explained that *Caring for the Earth* included a special section on the need to recognize the rights of indigenous people to their lands and resources, and to participate effectively in decisions affecting them. But why, he asked, was it even necessary to state that supporting indigenous people did not mean returning to ancient subsistence practices? Policies such as the restrictions of fur trade had a devastating impact on Greenland communities that are dependent on the sealskin fur trade for their livelihood.

Jose Pedro de Oliveira Costa affirmed the importance of indigenous issues within the IUCN Council and the importance of maintaining the momentum that the Task Force had built up during the previous year.

## **Long-Term Strategy for the World Conservation Union (103:1, 103:2,104:2,105,110:1)**

General Assembly Paper GA/19/94/8

The Strategy was introduced and debated in the 103rd Sitting. A series of seven informal discussion groups met later that day to cover aspects of the Strategy (reported on pages 45-50). Delegates returned to the Strategy three days later, in the 104th Sitting, when they heard reports from the discussion groups and

concentrated on draft Resolution 19.1, which was designed to set out the main conclusions of the Strategy. That Resolution, and the Strategy, were adopted in the 110th Sitting.

Introducing the draft Strategy, the Director General stressed its importance and explained how it had been prepared, starting with the internal audit. Although there had been dialogue with members, he felt that this had not been as large as he would have liked; the General Assembly was the first major opportunity for members to discuss the Strategy.

He explained that the results of the audit had led to the drafting of a new Mission Statement for the Union. This was designed to express the essential points that IUCN works through societies, through its members, that its goal is primarily conservationist, and that its work should include advocacy.

Dr Holdgate then noted that the second major issue arose over the constituency, defined in the methodology used as those who both give and receive something significant to and from the organization. Applied critically to IUCN, many members would not be considered as constituents, and this needed to be redressed. Equally seriously, most of the funds do not come from the 800 members but from a small group of key constituents, mostly State members.

This in turn led to the Programme. He believed it was vital for the Union to promote diversity, not uniformity of action, and that priorities differed from one region to another. The Strategy therefore proposed that the main way the Programme be designed was by dialogue with members at national and regional levels, and that implementation must involve partnerships with members. To achieve this, continued decentralization (or regionalization) of the Union was essential.

The Strategy also addressed the issue of governance, to make sure that all parts of the Union fit the Mission and serve the constituents. It proposed, among other things, a restructuring of the General Assembly, the creation of Regional Forums, more emphasis on National Committees, some restructuring of Council and its Committees, a better integration of the work of the Commissions and of the Secretariat, and a clearer definition of the role of the President, Vice Presidents and Regional Councillors.

The key to success, however, must include strengthening the financial basis of the Union. To do this, the Strategy stressed the need to broaden the income base and to augment the financial reserves.

The Director General explained that, after the General Assembly had adopted the Strategy, the Secretariat would prepare a series of Operational Guidelines to implement it. He concluded by stating his vision of IUCN not just as General Assembly, Council, Commissions and Secretariat, but as a real Union of its members, and its members' members. As such it could be an immense force working as a powerful partner alongside other actors on the world stage.

Dr Jay Hair, who had been Chair of the Strategic Planning Group of Council, emphasized that the Strategy was the start of a process, not a destination. He mentioned three principles behind the process:

- .. that any effective organization had to be mission-led and constituency-driven;
- .. that the Union had to have an integrated programme, rather than a series of individual but separate programmes running in parallel with each other;
- .. that the Union's fragile financial position had to be improved, especially by broadening the sources of revenue.

He felt it vital to focus on the constituency. He asked members to examine what they gave to the Union and what they got from it.

In the discussions that followed, a number of delegations commended the Director General on the draft Long-Term Strategy and applauded its general direction. Various delegations in particular welcomed the recognition that:

- .. the members are the Union and the Programme should be developed to meet their needs;
- .. the Commissions are very important means for involving the members in the Union;
- .. decentralization is essential, and should be extended from the implementation of the Programme to the decision-making processes of the Union;
- .. much of the value of IUCN came from its diversity of approaches to conservation problems, mirroring the diversity of issues and problems around the world.

The State member delegation of the United States, in a statement on US Environmental Policy and IUCN, welcomed and supported the efforts to define a Long-Term Strategy for the Union. Environmental issues are evolving at a rate virtually unmatched in any other area of public policy, and Governments alone cannot respond to the increasing number of environmental challenges. This makes IUCN more important than ever before. The revitalized role proposed in the Long-Term Strategy could enable IUCN to encourage, inform and catalyze the continuing growth of environmental awareness and action begun at the Earth Summit in Rio. The delegation especially welcomed the emphasis in the Strategy on capacity-building and sustainable development, but felt that the process of change envisaged should be evolutionary, safeguarding the Union's role as an international educator on environmental issues and a proven source of new ideas and initiatives. She also called for IUCN members to play a stronger role in project implementation.

Later on, both Canada and U.S. State member delegations argued that the role of Commissions should not be downgraded and the position and rights of their Chairs on Council should not be changed.

The State member delegation of Zaire commended the Strategy. Members in West and Central Africa had held a regional meeting in Bamako to prepare for the General Assembly. Developing countries found access to funds very difficult and so the countries of the region believed that IUCN should be more active in the administration of the Global Environment Facility (GEF). IUCN should work with UNDP, UNEP and the World Bank to ensure that the funds



are distributed as fairly as possible, with greatest emphasis on the poorest countries with the greatest biodiversity.

The State member delegation for Viet Nam asked for more emphasis to be placed on science and technology in the analysis of the context of the Union's work (Para 13). Many developing countries are rich in biological resources, but poor in technology and financial resources.

The Netherlands and Sweden State member delegations called for IUCN not to confine itself to working in developing countries, but to cast a critical eye on developed countries.

The Sustainable Development Policy Institute, Pakistan, expressed misgivings over the nature and future direction of IUCN. Its delegate felt the Union was dominated by Northern perspectives and concerns, especially through the disproportionate emphasis on what he called the Noah's Ark approach to conservation, namely species survival, protected areas and so forth. This approach is incomplete, and can be counterproductive and even dangerous, leading at times to disenfranchisement and expropriation of the poor.

The delegate regretted the lack of clarity in CESP and criticized it for not concentrating enough attention on high consumption in the North. He wanted CESP to be the standard bearer of the social and developmental perspective and to assume global leadership on sustainable development. He regretted the fact that IUCN Headquarters was staffed, especially at higher levels, mainly by Northerners and that the strongest programmes at Headquarters were on Noah's Ark issues rather than on sustainable development issues. In particular he expressed concern that for the first time the Union could have both a President and a Director General from the North. He believed in a North-South partnership for sustainable development and called for the General Assembly to ensure this the balance through a number of specific proposals.

Individual delegates made the following additional points in the discussions:

- .. more resources and projects of the Union should be handled through the Commissions, and Commission Chairs should retain their places on the IUCN Council;
- .. better exchange of information was needed, especially between IUCN and its members;
- .. IUCN must address the need for changes in lifestyles, especially in the North, as outlined in Para 17(f);
- .. National and regional committees are vital, and the Secretariat should make more use of them in ascertaining local conditions and priorities;
- .. the criteria for eligibility for membership should be based on the Mission—the ultimate goal of a prospective member should be conservation of nature;
- .. the most important duty of Council should be to implement the decisions of the General Assembly;

- .. the French and Spanish versions of the Union's short title—The World Conservation Union—coincide, but differ in meaning from the English version.

In the 104th and 105th Sittings, leaders or rapporteurs of the informal discussion groups presented summaries of their conclusions (see pages 45-50). Discussion in Plenary then focussed on amendments to draft Resolution 19.1; only general points are reported here. The Director General confirmed that the full Strategy document would be revised after the General Assembly, to take account of comments made and so that it conforms with Resolution 19.1, as finally approved. It was not practical to try to revise the full Strategy in the Assembly sessions.

The Mission was considered first. The text that emerged aimed to convey the concern expressed by many delegates that conservation of nature should be IUCN's central focus, while accepting the point made by many others that it could only be achieved within the envelope of sustainable development. Debate also took place on the advocacy role and on the question of sustainable use, especially on when use of a natural resource was appropriate and whether it was possible to ensure a use was sustainable.

Later on, the General Assembly adopted by consensus a new Mission Statement for the Union, as follows:

"The Mission of IUCN, The World Conservation Union, is to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable". (Resolution 19.1)

Next to be considered were the membership and constituency of IUCN. The Netherlands State member delegation commented that the criteria for membership should have a firm link to the Mission and that the conservation of nature should be the main role of IUCN members. However, the Sungi Development Foundation (Pakistan) pointed out that despite a plethora of governmental and non-governmental institutions, there had been little impact in arresting the environmental crisis; therefore organizations involved in development should not be excluded from membership of the Union. The American Association of Zoological Parks and Aquariums (USA) argued that members should be accountable to the Union's mission and that standards should be set out on this.

Commenting after the report of the Group on General Assembly, Council and Bureau, TINIGUENA (Guinea-Bissau) suggested that the Strategy was a great step forward, but it was weak on governance issues. The delegate called for more democracy in the Union, and questioned the practice that there be only one candidate for the Presidency of IUCN.

At the end of the debate, the Director General suggested that the General Assembly give authority to Council to endorse a revised text that he would prepare. The President noted that the Assembly would leave the Director General to incorporate necessary changes into the text.

*Decision 567* In the 110th Sitting, the General Assembly adopted Resolution 19.1, which "adopts the Strategy, subject to its amendment to take account of discussion during the General Assembly, as policy guidance for the development of the Union in the coming Triennium, 1994-1996". The Resolution also specifically endorses a number of recommendations in the Strategy.

### **Triennial Programme and Budget (103:1,104)**

General Assembly Papers GA/19/94/9 and GA/19/94/10

With Dr Jan Cerovsky, Vice President, in the Chair, the Director General introduced the Agenda Papers. He noted that members could of course change the Triennial Programme and Budget, but expanding the Programme without providing the extra finance would be pointless. He explained that about half the expenditure shown would be managed from the regions, rising from 47% in 1993 to 52% in 1996. The Budget and Programme overall showed modest growth—of 5%, 6% and 7%—and there was no radical change in the balance between sections of the Programme. However, the Budget showed a fall, then zero growth, in reserves; that was dangerous and the Union should be building its reserves from 4.7 to 7.5 million Swiss francs over the period. It was therefore necessary to prune the Programme.

The following points were made in the discussion.

- .. Members in North Africa were concerned that the section of the Programme for their region did not mention many of the activities that had been recommended at their recent members meetings in Sicily and Tunis. These activities included establishing a Regional Office in Tunis, developing a regional newsletter, creating a network on conservation of genetic resources, especially of medicinal plants, and holding six workshops on biodiversity. Also the arid zones were poorly covered in the document overall. The Programme document should be rewritten to show their present and planned activities. It was agreed Mr Per Ryden, Director of Programme, would meet with them.
- .. The Australia State member delegation thought there could be duplication between the Governance Programme and the Programme on Development of the Support Base, and between the latter Programme and the Corporate Relations Programme.
- .. The India State member delegation called for more work on flora, especially on medicinal plants, and regretted the low priority given to this latter aspect in the Union's species conservation plans.
- .. The Jamaica Conservation and Development Trust argued that there should be a separate Programme for the Caribbean, and that it was wrong to include work in the Caribbean under the Union's Programme in the United States. Although there were only a few IUCN members in the Caribbean, they were developing a programme of IUCN activities there, building on existing initiatives on protected areas and training.

- .. The Environment and Conservation Organisations of New Zealand called for IUCN's work in Antarctica to be refocussed, with more emphasis on protected areas. A paper suggesting changes to the Programme was being circulated and, in its final form, is appended to the report of the Programme Committee (page 106).
- .. The Nicaraguan Environmentalist Movement felt that Central America had become a little forgotten in the Programme. It was now difficult to raise funds and difficult for members to pay their dues. The delegate asked for a more flexible approach, so members would not lose their vote when they could not pay their dues.
- .. Plantlife (UK) believed that the Programme did not pay enough attention to conservation of plants, although it welcomed the increased efforts on this by SSC. The difficulty was that conservation of plants was best done not species by species, but in communities. Some important biomes were not receiving sufficient attention in the Union's work.

In the 104th Sitting, the Society for the Protection of Nature in Israel made two points:

- .. it urged IUCN to participate in the increased cooperation between States in the Middle East following the peace process in the region; peace will bring even more intensive development and a corresponding risk to the environment in this sensitive arid region, and so the Union is asked to contribute to the process of developing environmental standards;
- .. the Society also expressed concern at the gap between the work of the IUCN Commission on Education and Communication (CEC) and the practice of environmental education, teaching and conservation. Grass-roots work in education is often much more advanced than the work of CEC. The problem is not of funding but of approach. The leadership needed for CEC is not that of teachers and educators, however good, but of active conservationists who include an educational dimension in their conservation work.

Contributions made under other Agenda items but relating to IUCN's Programme in specific regions included the following:

- .. the Turkmenian Society for Conservation of Nature referred to ecological problems in Central Asia, in particular that of the falling levels of the Aral and Caspian Seas; on behalf of the Kazakhstan, Turkmenistan and Uzbekistan environmental movements, the delegate appealed to participants for their help in the region; they would like to be part of the Regional Programme for North Africa and the Middle East and specifically asked that the Society be invited to be represented in the Regional Advisory Council;
- .. the Moroccan Association for the Protection of the Environment called for a better balance between social, economic and ecological concerns, as well as between different regions; North Africa had been neglected for a long time.

Further detailed suggestions for the Programme were made in the Technical Meeting, reported on pages 51-54.

In the 104th Sitting, the Finance and Audit Committee recommended that measures be taken to ensure that operational reserves be no less than SFR 6.5 million at the end of the 1996 financial year, and that operational reserves of the Union should be maintained at a minimum of 10 per cent of operating budget thereafter. Since the recommendation was made after the 1994 financial year had started, the Committee requested the Director General to make every effort to increase substantially the reserves in 1994 and to apply appropriate measures in 1995 and 1996 to reach the target of SFR 6.5 million.

The Finance and Audit Committee also recommended that the General Assembly approve the estimates of income and expenditure for 1994-1996 (GA 19/94/10, revised version), and take note that modifications caused by changes in the Programme will be made and approved by Council.

The Chair of the Programme Committee, Professor Reuben Olembo, then read that Committee's report (reproduced here as Annex 9). Dr Holdgate thanked the Committee and noted that virtually all the major issues that had arisen in the Technical Meeting had been picked up in the Committee's Report.

*Decision 568* The General Assembly adopted the report of the Programme Committee and its recommendations on the Programme.

*Decision 569* In the 110th Sitting, the General Assembly adopted the Triennial Programme and Budget for 1994-1996.

As mentioned in the Technical Meeting, the present document will not be revised, since the triennium concerned has already started, but all contributions made will be taken into consideration when the Programme is rolled forward one year to cover the period 1995-1997. In this sense the General Assembly approves the process, rather than the document itself.

In response to a question, the Director General confirmed that the proposal for changes to the Antarctic Programme (page 106) is part of the amended and rolled forward Programme.

### **Report of the Finance and Audit Committee (104)**

The Chair of the Committee, David Smith, read the report of his Committee, reproduced here as Annex 10.

*Decision 570* The General Assembly adopted the report of the Finance and Audit Committee.

### **Election of President, Treasurer, Regional Councillors and Commission Chairs (103,104:4,105:2)**

General Assembly Papers GA/19/94/12, GA/19/94/13, GA/19/94/14 and GA/19/94/15

In the 103rd Sitting, the Zimbabwe Trust, on a point of order, had proposed that in the interest of cohesion the current President serve for another term. The

Director General replied that the correct course was for the delegate to seek a meeting outside the plenary under the auspices of the Conference Committee, since the procedure was not clear under the Statutes.

Under the Agenda item for elections in the 104th Sitting, the Election Officer, Dr Jose Pedro de Oliveira Costa, described the voting procedure and then supervised the elections.

After the Election Officer's opening remarks, the Sustainable Development Policy Institute (Pakistan) objected to proceeding with the election of the President, drawing attention to the convention that the Director General and President should not be from the same economic region. He personally requested Jay Hair to offer to step down in favour of a Southern candidate and asked that the election be postponed until Council could produce another candidate.

The existing President, Sir Shridath Ramphal, explained that an emergency meeting of Council members had taken place on this matter the previous day. Sir Shridath had absented himself and the meeting had been chaired by Vice President Liberty Mhlanga, who reported on its outcome.

Dr Mhlanga reported that members of the Council had met on Friday 21 January to consider the developments which had arisen concerning the Presidency. They had been advised that it was not technically possible for the Council to convene formally, because the requirement of due notice of a meeting could not be met, and therefore the situation was that the only nomination open to the Council was that which it had submitted in the first instance to the General Assembly. The Vice President explained that if on the basis of their nomination the General Assembly did not elect a President, the procedure for filling the Presidency would be as provided in the Statutes, namely, that it would be filled by the new Council from among its membership.

Sir Shridath Ramphal then spoke. He explained that he had not come to Buenos Aires to pursue any contest for office. He had, in addition, advised the Council against dealing with the matter of the Presidency until after the new Director General had been appointed. The Council nevertheless proceeded on the basis of the single nomination before it.

The search process, he continued, in due course yielded a Director General, who had Sir Shridath's complete support and commendation. But since that person came from a developed country, the situation against which Sir Shridath had warned had materialized. The implications were serious, taking account also of the widespread disquiet over nationality imbalance of staff at Headquarters. The timing, he believed, was also unfortunate, as developing countries, now much more prominent in IUCN, need to have confidence in the Union's credibility as an institution sensitive to their needs and aspirations.

However, Sir Shridath argued, delegates had to deal with the procedural possibilities at hand and minimize the damage to the Union. The procedural reality was that the Council through its members acting informally had not found it possible to submit a new name to the General Assembly. Putting first the wider interest of the Union, Sir Shridath placed before the Assembly for

election as the next President of IUCN the name recommended by Council, Dr Jay Hair.

It was then agreed by acclamation that the statement Dr Hair had circulated to delegates be read into the record. (It is presented here as Annex 11.)

Some delegates then proposed that the election of Dr Hair continue, whereas others asked for the election to be postponed. Yet others emphasized the need to avoid this situation ever recurring.

In the discussion that followed, it was pointed out that a candidate needs over half of the votes among both Category A and Category B members to be appointed as President. It was, therefore, quite possible for members to reject the single candidate before them in the ballot.

The Election Officer explained that due to the statutory position the election could not be stopped. However, he announced that the voting could continue until half an hour after the present Sitting ended.

Dr Hair expressed his regret about the divisiveness of the election. Just as a muddy river tells of erosion removing life from the earth, so divisive action takes life from the Union. He looked forward to a time when people would be judged by their commitment to the environment, rather than their country of origin or residency. The important issue was to give the Council a clear mandate for the reforms needed. If elected as President, he would be guided by principles of fairness, freedom and change, as well as openness and transparency.

On a point of order, the Africa Resources Trust (Zimbabwe) moved that the Assembly proceed with the election. After this had been seconded, the motion was carried on a show of a voting cards and the election continued.

A ballot was therefore held for all elected posts. In the 105th Session the Election Officer gave the results of the election but, after a recount, he announced two changes to the list of Regional Councillors. He thanked all those who had helped with the election and apologised for the initial error. He recommended that in future 24 hours be allowed between the close of the elections and the announcement of the results and that the votes be counted at least twice.

The final results of the election are as follows:

**(a) President**

*Decision 571*

Dr Jay Hair (USA)

Because of the exceptional circumstances, the Election Officer departed from precedent by announcing the votes cast, as follows:

	<i>For</i>	<i>Against</i>	<i>Abstain</i>
Category A	87	28	22
Category B	272	47	36

**(b) Treasurer**

*Decision 572*

Don Person (Switzerland)

**(c) Regional Councillors**

*Decision 573*

**Africa**

Mohammed Ali Abrougui (Tunisia)  
Mankoto Ma Mbaelele (Zaire)  
Perez M. Olindo (Kenya)

**Central and South America**

Fernando Ardura (Argentina)  
Juan Mayr Maldonado (Colombia)  
Juan Carlos Navarro (Panama)

**North America and the Caribbean**

E.U. Curtis Bohlen (USA)  
J. David Runnalls (Canada)  
David Smith (Jamaica)

**East Asia**

Corazon Catibog-Sinha (Philippines)  
Le Quy An (Viet Nam)  
Wang Sung (China)

**West Asia**

Sadiq al Muscati (Oman)  
Khawar Mumtaz (Pakistan)  
Mohammad S. Sulayem (Saudi Arabia)

**Australia and Oceania**

Gaikovina Raula Kula (Papua New Guinea)  
Catherine Wallace (New Zealand)  
Diane Tarte (Australia)

**East Europe**

Amirkhan M. Amirkhanov (Russian Federation)  
Zoltan Szilassy (Hungary)  
Frantisek Urban (Czech Republic)

**West Europe**

Thor S. Larsen (Norway)  
Antonio Machado (Spain)  
Richard Sandbrook (United Kingdom)

**(d) Commission Chairs**

*Decision 574*

Commission on Ecology	Hans Lundberg (Sweden)
(Note: This Commission was later reformed as the Commission on Ecosystem Management—Resolution 19.2)	
Commission on Education and Communication	Fritz Hesselink (Netherlands)



Commission on Environmental Strategy and Planning	Thaddeus C. Trzyna (USA)
Commission on Environmental Law	Parvez Hassan (Pakistan)
Commission on National Parks and Protected Areas	Adrian Phillips (United Kingdom)
Species Survival Commission	George Rabb (USA)

## **Resolutions and Recommendations (103,105,108,109,110)**

*Decision 575* The General Assembly adopted 30 Resolutions (where the main target for action was IUCN itself) and 68 Recommendations (where the main target for action was one or more other parties, in some cases in conjunction with IUCN). These are reproduced separately. Copies are available from the Director General, IUCN.

In contrast to previous Sessions of the General Assembly, because of the large number of draft motions submitted and the complexity of many of them, it was agreed to convene contact groups to negotiate as many texts as possible before the motions came to the floor. The process was introduced by the Director General in the 103rd Sitting, when he outlined the procedures to be taken to achieve the widest possible consensus and the Assembly agreed on the deadlines for amendments.

The draft motions, many of them as new texts, were first considered in Plenary at the 105th Sitting, when comments were invited but motions were not adopted ("First Reading"). This process continued in additional Sittings on the evening of Sunday 23 January and on Monday 24 January. The motions were handled in three groups: I—those for which no amendments or only minor amendments had been submitted, and which, in the Resolutions Committee's view, were not likely to be controversial; II—those for which the Committee had negotiated consolidated new texts on which a consensus was believed to be near; and III—those which gave rise to significant problems. The motions were then considered again for formal adoption ("Second Reading") in the 108th and 109th Sitting, with Resolution 19.1 and four others being taken in the 110th Sitting.

The process gave rise to considerable pressures, because of the difficulty of negotiating so many complex texts with different groups of interested members. As a result a small number of motions did not come back to the Plenary, mostly because a text suitable for adoption by consensus or even for voting could not be prepared in time. A motion on Houbara Bustard was set aside in the "Second Reading", since it was not possible in the time available to include coverage of related species from other countries within the motion. In one case, the draft motion entitled "The Principle of Sustainable Development", the General Assembly was not able to negotiate a text in the time available and proposed that this motion be handled by a mail ballot of members.

At various times, delegations made points that are general in nature, rather than related to any one individual motion. These are reported here, roughly in the order in which they arose.

- .. The delegation of the State member Sweden felt that there was a risk that the well-balanced Programme of the Union could be distorted as a result of certain Resolutions. The delegation would therefore abstain from voting on any proposals that involved allocation of funds. Some of the draft motions covered issues that were only local in character, while others addressed matters that the Swedish Government dealt with in other fora. The delegation proposed that the matter of General Assembly motions be looked into by the proposed Working Party to review the Statutes. The delegation for the State member Norway endorsed these remarks, as did the Legal Adviser.
- .. Similarly, the Royal Society for the Protection of Birds (UK) was concerned at the range and number of motions, at the overlap between them, that some were outside the remit of IUCN, and that some were of interest to only a small number of IUCN members. On behalf of a group of NGOs and others, the Society recommended that the Director General and Council be asked to review the criteria for eligibility of motions, with a view to new arrangements being in place for the next IUCN General Assembly.
- .. The Center for Environmental Legal Studies, Pace University, School of Law (USA) argued that it was inappropriate for motions to contain references to international agreements and other international declarations other than those well known by members, since these agreements would contain commitments delegates were unfamiliar with. This argument was supported by the Director General, a Government Agency member and a range of NGO members from around the world.
- .. The delegation of the State member Canada, followed by a range of other delegations, expressed concern at the lack of supporting information for some motions, especially those that were very specific in character. They felt strongly, as did a number of other delegations, that members of the Assembly did not have the knowledge to make decisions on many of the local or national issues covered. Concern was also expressed about the lack of information on the motions submitted during the General Assembly itself. The Environment and Conservation Organisations of New Zealand asked that in future information files be established on individual draft motions, so that delegations can inform themselves about the issues concerned.
- .. The delegations of the State member Norway argued that Recommendations relating to a single problem in one country should not be considered at IUCN General Assemblies and that motions should be restricted to issues of wider concern; the President asked the Resolutions Committee to look again at the question of the eligibility of draft motions; WWF-United Kingdom asked the Committee to ensure that only substantive issues of broad interest to members were covered since most delegates were ignorant of many of the local questions on which their agreement was sought. In contrast, however, the Nature Conservation Council of New South Wales (Australia) strongly supported the right of members to submit motions on

local issues, whereas the Environment and Conservation Organisations of New Zealand supported the idea of developing guidelines on eligibility of draft motions, as did the Sustainable Development Policy Institute (Pakistan).

- .. WWF-United Kingdom was concerned that some Resolutions gave unrealistic instructions to the Director General, especially on action over specific issues in individual countries; the delegate expressed concern that this could damage the reputation of the Union.
- .. The International Institute for Environment and Development reported that, with other members, it had attempted to table a draft Resolution to the Resolutions Committee to limit the number of draft Resolutions and Recommendations submitted by any one organization. After the process of adoption was completed, the delegation of the State member Netherlands, noting the extraordinary toll the negotiation process had taken on IUCN, appealed to the members to limit themselves to tabling motions on urgent questions of international importance, directly related to the mission of the Union.
- .. The delegation of the State member Zimbabwe expressed concern that 38 of the original 150 draft motions related to Australia; having heard statements from the Minister for Northern Territory contradicting the content of one of these motions, the delegation questioned whether such parochial issues would not be better handled within the country rather than at an IUCN General Assembly.

After the last motion was approved, the President thanked the Resolutions Committee on behalf of the delegates for their monumental efforts, to loud applause. The Chair of the Committee, Mr George Greene, then thanked the Committee members and IUCN staff, and spoke as follows:

"There are clearly problems in negotiating Resolutions and Recommendations during the General Assembly. First is simply the volume of work, which demands considerable time and energy from the delegates, and is very difficult and costly for the IUCN Secretariat to support.

Second, what can a Resolution or Recommendation represent? Can a motion be considered IUCN policy when it treats a very specific or a political issue on which many delegations abstain?

Third, there is a danger of the process fracturing the Union. The strength of IUCN lies in the ability of NGOs and governments to work together, on sometimes difficult conservation issues, in a way which can encompass a divergence of views. However, if the process becomes divisive, we may lose what we have gained in the hybrid workings of the Union.

To resolve these problems, it may be useful to consider dividing motions into two groups: those relating to governance and policy; and those relating to more specific issues. On the first, Resolutions and Recommendations provide direction to the Union. But those in the second group may not represent IUCN policy, because the

Union may remain divided on these issues or because the membership and delegations at the General Assembly may not have the collective expertise or knowledge to decide species-specific or local issues.

The General Assembly should consider both groups of motions, but in a different way to now. It might be easiest to limit motions to those issues of governance and policy mandate from the membership, but I do not believe this would be sufficient. Local issues may have broader significance, and must be aired in General Assembly.

However, the Assembly should not pretend that motions on such specific issues represent the policy of the Union. Governments should not be called upon to condemn other governments under the auspices of IUCN. And it may not be appropriate for the membership to be called to pass judgement on local issues. Governments could even use Recommendations to condemn NGOs—which has not happened yet but could under current procedures.

There is a great danger of this unique Union becoming increasingly divided if we don't solve this problem. This needs to be resolved urgently before the next Session of the General Assembly.

May I suggest a way forward suggested by Resolution 19.1? Resolutions on policy mandate and governance of the Union could be addressed in the business sessions of the General Assembly. Those relating to more location- or species-specific issues could be addressed in the World Conservation Congress.

We must also look at the criteria for admissibility of draft motions, but without prejudice to the interests of our membership. Resolution 19.5, on review of the statutes, starts a process for doing just that. However, this must be done in a way that does not disenfranchise the NGO house of the Union.

Finally, we must maintain the vigour and unique character of the Union. In a time when inter-governmental institutions are failing, hybrid organizations such as IUCN point the way forward on global sustainable development issues."

The Director General invited other members of the Committee, and any other delegates, to submit their comments and suggestions in writing on this question. The Chair-elect of CNPPA paid tribute to the skilful way in which the President had chaired this Resolutions marathon; without him the Assembly would not have achieved so much consensus. Other delegates expressed the thanks of the Assembly to the production team and to the interpreters, to loud applause from the delegates.

Since the General Assembly, the Resolutions and Recommendations have been renumbered. In reports on individual motions, below, the new numbers are used. Where specific comments were made on the acceptability of motions, these are reported in the published text of Resolutions and Recommendations, and are not repeated here.

### **19.1 The Strategy of IUCN - The World Conservation Union**

After this Resolution was adopted, the Director General assured delegates that the paper GA/19/94/8, A Strategy for IUCN -The World Conservation Union, would be amended following comments made in the Workshops and in the Plenary, and to ensure that it conformed with the Resolution just adopted. In the case of discrepancy, the Resolution naturally takes precedence over the existing text of GA/19/94/8.

### **19.4 National Parks and Protected Areas**

This Resolution was adopted by consensus. A proposal was made to add a further operative sub-paragraph 4(c) on indigenous people:

"Notes that these categories do not preclude acknowledgment of customary access and use; and"

This amendment was defeated by a show of hands.

### **19.8 IUCN Headquarters**

When this Recommendation was opened for discussion, the Director General, to loud applause, spoke of the great generosity of the Swiss Confederation, the Canton of Vaud and the Commune of Gland in providing the new Headquarters building for the Union.

### **19.17 An IUCN Office for the Mediterranean**

After this Recommendation was adopted, the Director General responded to it warmly, thanking the States concerned for their generous offers of support. He explained that the "appropriate steps" referred to in the last paragraph would initially be of an exploratory nature and that it would be important to consider the extent of the Union's work in the Mediterranean region in comparison with its work in other regions before establishing a Regional Office.

### **19.21 Indigenous People and the Sustainable Use of Natural Resources**

The delegation of the State member New Zealand deposited the following statement for the record:

"The Treaty of Waitangi is a seminal instrument in New Zealand. Its principles are a guiding light for our people. It puts Maori in a special position in our democracy. It is for that reason that ILO Convention 169 has not been ratified by New Zealand.

"We could participate in the adoption of this Recommendation by consensus on the understanding that the call in Operative Paragraph 2 for governments to give effect in their national policies and programmes to the principles in the covenants and agreements including ILO Convention 169 will not preclude the New Zealand Government from continuing to recognize the special place of the Maori people under the Treaty of Waitangi. If the Recommendation is put to a vote, however, my delegation will abstain."

The Environment and Conservation Organisations of New Zealand asked that it be recorded they also would have abstained had there been a vote.

### **19.31 International Trade in Toxic Wastes: Banning the Export of Hazardous Wastes from OECD to Non-OECD Countries**

On behalf of the State members delegations present from the European Union, the State member delegation for Greece made a statement as follows:

"The European Union (EU) will ratify the Basel Convention on 6 February 1994. The EU's Waste Shipments Regulation, which was adopted in 1993 and will enter into force in June 1994, is more rigorous in its requirements than the Basel Convention. It provides a total ban on exports of hazardous wastes to all ACP countries. It also provides a ban on exports of waste destined for recovery except to OECD countries, and to other countries which are party to the Basel Convention and/or with which the EU has concluded an agreement or arrangements under Article 11, to ensure that the waste will be handled in an environmentally sound manner throughout the period of shipment and in the State of destination.

"One EU Member State has proposed adopting a complete ban on all shipments. This is being discussed within the EU, but there is not yet a common position on the proposal, beyond the existing Regulation. The delegations present of EU Member States have therefore abstained on this Recommendation.

"I would also add that all Member States regret that preambular paragraph 14 singles out individual States by name. At least as far as Member States of the EU are concerned, this does not seem to be consistent with the fact that they are bound by the EU legislation to which I have already referred."

The delegation for the State member Canada made the following statement:

"Canada supports moving forward in this matter. However, pursuant to Chapter 20 of Agenda 21 and our support for the technical Working Group established at the first meeting of the Conference of Parties of the Basel Convention, Canada will await the results of this Working Group, due in March 1994, and will abstain on this item if called to vote."

### **19.37 Identifying and Monitoring the World's Remaining Wildlands**

In the discussion on this Resolution, the Wet Tropics Management Agency (Australia), on behalf of the Australian Heritage Commission, offered the Union A\$10,000 in cash or kind to facilitate the start of the work called for in this Resolution. This offer was warmly greeted.

### **19.47 Marine Pollution**

This Recommendation was adopted by consensus after a series of amendments were proposed to amend Operative Paragraph 4 to the following:

"4. STRONGLY URGES all States to study with a view to implementing within the framework of the IMO, binding legal instruments for or other means to control ... [rest of the paragraph unchanged];"

This amended text was rejected by a show of hands.

### **19.63 Commercial Whaling**

This Recommendation was adopted by consensus after each paragraph in the draft text was adopted by a show of hands. Proposals for three other preambular paragraphs and an alternative paragraph to Operative Paragraph 2 were rejected by shows of hands. These rejected paragraphs were as follows:

"AWARE that to ensure sustainability, the Revised Management Procedure recommended by the Scientific Committee of the IWC should be the basis of regulation of commercial takes of whales;"

"CONSIDERING THAT, to ensure sustainability, the Revised Management Procedure recommended by the Scientific Committee of the IWC should be the basis for regulating any commercial takes of baleen whales, should these be permitted;"

"BEING COGNIZANT that, although considerable improvements in hunting techniques have been achieved under the influence of IWC and others, there are ethical doubts about commercial whaling in some countries and societies, which are shared by some members of IUCN;"

"2. URGES the IWC at its 46th Annual Meeting to adopt the Revised Management Procedure, and also to develop an effective inspection and observation scheme for commercial whaling and to elaborate texts and effective procedures to incorporate these provisions into the Schedule of the IWC;"

The delegation for the State member United Kingdom provided the following statement for the record on the UK's policy on commercial whaling:

"The UK would not even consider lifting the IWC moratorium on commercial whaling unless and until stocks are shown to be at healthy levels; methods used to take whales are proved humane; and fully effective procedures on managing whale stocks and enforcement are in place. The UK also supports the establishment of a Southern Ocean Whale sanctuary" (see next Recommendation - *Ed*).

The Inuit Brotherhood of Canada asked that it be recorded they would have abstained had there been a vote.

### **19.64 Southern Ocean Whale Sanctuary**

A proposal to delete an additional Operative Paragraph as follows was approved by a show of hands:

"URGES the IWC to base any decision on extensions of sanctuaries and creation of sanctuaries on, *inter alia*, sound scientific advice";

The delegation of the Fisheries Agency of Japan, an Observer at the General Assembly, made the following statement for the record:

"We believe that it is essential to ensure rational utilization of wildlife including marine living resources on the basis of the principle of sustainable development as agreed at the United Nations Conference on Environment and Development. It is no doubt that the long-term mission of IUCN concurs with this principle.

"As regard the Antarctic sanctuary, the IWC Scientific Committee members are of the view that the sanctuary proposal lacks scientific grounds.

"In a similar vein, such organizations as the Intergovernmental Oceanographic Commission (IOC) and the Scientific Committee on Antarctic Research (SCAR) consider that the sanctuary proposal has no significance from a scientific point of view and utilization of the Antarctic minke whale under the Revised Management Procedure (RMP) at least will cause no adverse impact on the minke whale stock or those of other whale species.

"Further, the lack of scientific ground to this proposal is also evident from the fact that its sponsor, the French Government, itself openly admitted that the proposal is not scientifically based but political.

"Thus the sanctuary proposal is nothing more than a disguised attempt to undermine the sustainable use of abundant minke whales under the RMP.

"For this reason, this Recommendation is not totally acceptable. If IUCN adopts this Recommendation, it will impair IUCN's credibility."

The Inuit Brotherhood of Canada asked that it be recorded they would have abstained had there been a vote and the Inuit Circumpolar Conference that they would have voted against.

### **19.80 - 19.90 Recommendations on conservation in Australia**

After these Recommendations had been adopted as a block and a number of State member delegations had recorded their abstentions, the Legal Adviser stated that all motions have to pass in both "Houses", and asked the President to ascertain whether these Recommendations commanded a majority among Category A members. The President did not accede to this request, saying he saw no reason to solicit statements from State members who did not feel obliged to make them.

### **19.96 Antarctica and the Southern Ocean**

The delegation of State member United Kingdom made the following statement:

"The UK State member delegation came to this General Assembly in a spirit of cooperation hoping to secure agreed texts by



consensus. We offered a way of achieving consensus for this Resolution, but this was rejected.

"In this spirit of cooperation we did not press for a vote on the adoption of the Resolution as a whole. However, if a vote had been taken, the UK State member delegation would have voted against."

### **Other Proposals**

A number of delegations made statements about a draft motion on Tibet, which was rejected by a show of hands. The delegation of the State member Norway indicated that they had voted against, because the issue covered was political and internal. On behalf of the European Union and its Member States, the delegation of the State member Greece declared that the European Union Member States considered that the subject of this motion did not come into the remit of IUCN and therefore their delegations would not participate in either the debate or any possible voting. The delegation of the State member Oman declared that it would not take part in any voting on this motion and the delegation of the State member Pakistan that it had voted against.

In the 110th Sitting, the Sustainable Development Policy Institute (Pakistan) proposed that the statement made to delegates by the President Elect, Dr Jay Hair, be submitted as a draft Resolution to the General Assembly. The Chair of the Resolutions Committee reported that the speech had been so submitted, but that the Committee considered it to be on the same subject as Resolution 19.1, and so it was not taken forward. The Legal Adviser concurred with this decision, but it was agreed the statement (Annex 11) and the Institute's proposal, be part of the record of the General Assembly.

### **Adoption of Mandates of the Commissions (108:2)**

General Assembly Paper GA/19/94/7

- Decision 576* The General Assembly approved the mandate of the Commission on Education and Communication, as set out in the Agenda Paper.
- Decision 577* The General Assembly approved the mandate for the Commission on Environmental Law, with an addition to clause 5(a) that the Steering Committee would meet at least twice a year in different regions, as far as practicable, combined with major regional activities.
- Decision 578* The General Assembly adopted the mandate for the Commission on Environmental Strategy and Planning, as set out in the Agenda Paper.
- Decision 579* The General Assembly adopted the mandate for the Commission on National Parks and Protected Areas, as set out in the Agenda Paper amended by Addendum 1 and with the addition of mentions of the UN Convention on the Law of the Sea in clauses 4(b) and 4(d).

*Decision 580* The General Assembly adopted the mandate for the Species Survival Commission, as set out in the Agenda Paper.

No mandate was adopted for the Commission on Ecology, or its successor the Commission on Ecosystem Management. The Union's position on this is set out in Resolution 19.2.

(The five Mandates approved above are provided in Annex 12.)

### **Appointment of Auditors (110:3)**

General Assembly Paper GA/19/94/16

*Decision 581* The General Assembly approved the appointment of Coopers & Lybrand as Auditors to the Union for the Triennium 1994-1996.

### **Honorary Membership (110:4)**

The President announced that the Council had decided to recommend to the General Assembly that Honorary Membership of IUCN be bestowed on Mr P.H.C (Bing) Lucas (New Zealand), and Dr M.S. Swaminathan (India).

*Decision 582* The General Assembly approved these nominations by acclamation. Sir Shridath Ramphal then presented the certificates of honorary membership to Mr Lucas and, in the absence of Dr Swaminathan, to his friend Mr Partha Sarathy. He read out the citations as follows:

**"Bing Lucas.** For his immense contribution both to the field of protected areas and to global environmental management and for his outstanding service to IUCN since 1971. He played a strategic role in the organization of the 15th Session of the General Assembly held in New Zealand in 1981 and in the Third and Fourth World Parks Congresses. As member of CNPPA since 1971 and Chair since 1990, he has devoted a major part of his time on a voluntary basis to running this extensive and important network. He has served as a Council member, long-standing member of General Assembly Steering Committees and finally as Chair of the Search Committee for the new Director General."

**"Monkombu Swaminathan.** For his outstanding service to IUCN over two terms as President, from 1984 to 1990, during which period his dedicated efforts helped significantly to strengthen IUCN's work in the developing world. He combined great scientific eminence with the warmest and most caring of human personalities. He was ready and willing at all times to listen to the views and concerns of members and to encourage their active participation in the work of the Union. The award also recognizes his pioneering of the Green Revolution in India, and his statesmanship in rallying like-minded organizations in south east Asia to serve the cause of conservation and sustainable development."

After presenting the award to Bing Lucas, the President invited the Chair-elect of CNPPA, Adrian Phillips, to step forward. Mr Phillips made a tribute to Bing

Lucas and presented him with the Fred M. Packard International Parks Merit Award, acknowledging his thanks to the President for allowing him to make this award from CNPPA during the Plenary.

### **Patronage (110:5)**

The President reported that the Council had made no proposals for additional Patrons to the Union. It considered that this matter required review by the new Council, especially in the context of the review of the Statutes. Meanwhile IUCN's existing Patrons—Dr Oscar Arias, Costa Rica; HM Queen Noor of Jordan; Dr Federico Mayor, Director General of UNESCO; HRH The Duke of Edinburgh; and Dr Mostafa Tolba—will continue to serve as Patrons of the Union.

Sir Shridath then announced that the day—26 January—was the 70th birthday of Ralph Daly, Advisor for Conservation and Environment to the Royal Court, Sultanate of Oman. He paid a tribute to Mr Daly, who had introduced Oman to IUCN in 1975, leading to a long and productive relationship of collaboration.

At the end of the 110th Sitting, the State member delegation of the United Kingdom made a statement concerning the references to certain territories in the brochure prepared by the host government and circulated as part of the IUCN information to delegates to this Session of the General Assembly.

### **John C. Phillips Medal (111)**

The Chair announced that the Council has resolved to award the John C. Phillips Memorial Medal for Distinguished Service in International Conservation to Professor Vo Quy of Viet Nam. The citation for the Award, with a short statement on the life of John C. Phillips, is given as Annex 13, together with Professor Vo Quy's speech of acceptance.

### **Venue for next General Assembly (111)**

The Ambassador of Canada, HE Robert Rochon, on behalf of the Canadian Government, invited IUCN to hold the next Session of its General Assembly in Montreal, Canada, and presented an invitation to this effect from the Minister of Canadian Heritage, Hon. Michel Dupuy, to the President. The invitation had the full support of the Government of the Province of Quebec, the IUCN Canadian Committee and of many other partners. Canada had shown unfailing support to IUCN and its ideals for many years.

The Minister of Environment and Tourism, Zimbabwe, told the Assembly that he had written to the President of IUCN expressing Zimbabwe's wish to host the 20th Session of the General Assembly, subject to final approval by his Government. Zimbabwe had been active in IUCN for many years and hosts an active Regional Office. He felt Africa should be given the opportunity to host the next General Assembly but, should that not be the case, his delegation would fully support Canada's offer.

The Chair thanked the speakers most warmly for the messages they had delivered. He advised delegates that in accordance with Article IV, paragraph 6 of the Statutes, the Council is mandated, after considering suggestions from members, to determine the time and location of sessions of the General Assembly.

## **Outgoing Council Members (111)**

On behalf of the General Assembly, the President expressed the Union's sincere thanks and appreciation to those members of the Council whose terms of office came to an end at the close of the Assembly. He read out the names of the outgoing Councillors and presented certificates of appreciation and gratitude to those that were present.

These Councillors were:

### **Vice Presidents**

Syed Babar Ali (Pakistan)  
Dr Jan Cerovsky (Czech Republic)  
Mrs Yolanda Kakabadse (Ecuador)  
Dr Liberty Mhlanga (Zimbabwe)

### **Regional Councillors**

Dr Jose Pedro de Oliveira Costa (Brazil)  
Mr Abdulwahab Mohammad Jameel Dakkak (Saudi Arabia)  
Mrs Pam Eiser (Australia)  
Dr Vladimir Flint (Russian Federation)  
Mr Vili Fuavao (Samoa)  
Mr Mohamed Khan bin Momin Khan (Malaysia)  
Dr Ashok Khosla (India)  
Mr Veit Koester (Denmark)  
Di Li Wenhua (China)  
Drs Jaap Pieters (Netherlands)  
Mr Yves Renard (St Lucia)  
Mrs Eniko Szalay-Marzso (Hungary)

### **Coopted Councillor**

Mrs Cindy Gilday (Canada)

### **Commission Chairs**

Mr P.H.C. Lucas (New Zealand)  
Mr M.A. Partha Sarathy (India)  
Professor François Doumenge (France/Monaco)

The President then paid a tribute to Dr Pierre Goeldlin of Switzerland, who had been associated with IUCN in various ways for some 25 years and had unfailingly supported the Union throughout that time. In particular Dr Goeldlin had played a major role in the negotiations with the Swiss authorities for the new Headquarters building. He had recently stepped down as Swiss representative on the IUCN Council and been replaced by Mr Jacques Morier Genoud.

## **Presentation to the outgoing Director General (111)**

In the Closing Session, David Runnalls, Regional Councillor, with Dr Parvez Hassan, Chair of the Commission on Environmental Law, made a presentation to Dr Martin Holdgate, the outgoing Director General. On behalf of Council, past and present, and on behalf of the membership, they paid tribute to Dr Holdgate's great achievements at IUCN and expressed their deep gratitude to him for all that he had done for the Union. During his stewardship, the Union had redefined its mission, adopted a Strategic Plan, set in motion the regionalization process, built up the Regional and Country Offices, and reached out to the membership far more than ever before. Martin Holdgate had raised the profile of the Union to new heights. In time to come, historians may see his Director Generalship as the Union's golden age.

David Runnalls and Parvez Hassan presented Dr Holdgate with a leather briefcase as a token of the Union's deep appreciation. To loud and continued applause from the audience, they wished him and his wife Elizabeth health and happiness in the future.

## **Closing Addresses (111)**

The outgoing Director General, Dr Martin Holdgate, made his farewell speech (Annex 14).

The incoming Director General, Ambassador David McDowell, then addressed the Assembly (Annex 15).

The incoming President, Dr Jay Hair, whose period of office began at the closure of this Sitting, then gave his speech (Annex 16).

The Canada State member delegation, seconded by the Zimbabwe State member's delegation, proposed the draft motion thanking the host country. This was approved by acclamation (Resolution 19.98).

Doña Ing. María Julia Alsogaray, Secretary of State for Natural Resources and the Human Environment, and representative of the host country, responded to the vote of thanks. She thanked members of IUCN for placing their confidence in Argentina and felt that the Assembly had been very valuable for organizations concerned with conservation and sustainable development in her country. Bolivia and Brazil have also benefited and have joined the Union.

As the last item on the Agenda, Sir Shridath Ramphal made his concluding speech (Annex 17). To loud applause, he thanked all the interpreters, translators and Secretariat staff, and the local support teams, who had worked tirelessly throughout the Assembly. He then declared the 19th Session of the General Assembly as closed.

Before delegates left the hall, the new President, Dr Jay Hair, thanked Sir Shridath for the service he had rendered IUCN over his Presidency. Declaring Sir Shridath to be "one of the greatest environmental statesmen of all time", he presented Sir Shridath with an antique silver mate as a small token of the Union's appreciation. The State member delegation for Saudi Arabia also paid tribute to Sir Shridath, recognizing his outstanding leadership of the Union, and presented him with a plaque.

# Report of the Symposium on Conservation and Sustainable Resource Use in Argentina (106th Sitting)

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After a minute's silence for the young people killed in the Puerto Madryn fire, delegates watched a film on nature in Argentina.

The symposium was then divided into three. The first part consisted of the following speakers:

Dr Tomás Schlichter, Director of the Forestry Investigation Programme of INTA, on desertification in Argentina; and

Lic. Jorge Cajal, General Director for the Natural Resource and Human Environment National Programme, on the Argentine National Biodiversity Programme.

Mr Francisco Erize, Advisor to the National Parks Administration, also contributed.

The second part included papers by:

Dr Nestor Barbaro, Soil Investigator, on a critical vision for Argentine development; and

Ing. Jose Luis Panigatti, on the work of INTA.

The third part started with a paper on the conclusions of the First National Congress of Young Environmentalists, presented by Cecilia Elizondo, from Fundación DIEZ. The following then made presentations:

Lic. Juan Javier García Fernández, Argentina IUCN National Committee, on the Argentine programme for conservation and sustainable development; and

Lic. Fernando Ardura, Argentina IUCN National Committee Coordinator, who gave a summary of the General Assembly.

On behalf of the IUCN President, Bing Lucas, Chair of CNPPA, thanked all those who had organized and contributed to the symposium. Ing. María Julia Alsogaray, Secretary of State for Natural Resources and the Human Environment, then spoke. The symposium ended with a tango.

The symposium was coordinated by Juan Manuel Velazco.

# Report of the Symposium on Conservation and Sustainable Resource Use in South America (107th Sitting)

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This symposium was also divided into three parts, with a video before each part. The first part consisted of presentations by:

Lic. Mario Hurtado, Charles Darwin Foundation, on the biodiversity of South America;

Lidia Catari de Cardenas, wife of the President of Bolivia, on the role of cultural diversity in the process of finding sustainable development; and

Dr Fabio Feldmann, Federal Deputy in the Parliament of Brazil, who gave a speech entitled "Public Policies and South America in the Real World";

The second part was on conservation problems in the region and started with a video on this theme. It included presentations by:

Jorge Abbate, Alter Vida Foundation, Paraguay, on conservation problems in the South America;

Dr Jorge Caillaux, Peruvian Society on Environmental Rights, on biodiversity conservation in relation to intellectual property rights;

Dr Pedro Fernandez, Chile, Corporación de Defensa de la Fauna y la Flora, on principles and problems of sustainable development; and

Dr Hector Sejenovich, Argentina, Environmental Consultant, on valuation of natural resource heritage accounts and the new evaluation of sustainable development.

The third started with a video entitled "Our Proposal". It included presentations by:

Juan Mayr, Colombia (Regional Councillor for Central and South America) on membership organization;

Jose Pedro de Oliveira Costa, Brazil (retiring Regional Councillor for Central and South America) on what the South American membership wants from IUCN-SUR.

To end the symposium, the South American representatives presented a gift to Ing. Maria Julia Alsoagaray, Secretary of State for Natural Resources and the Human Environment. Participants then enjoyed folk groups from Bolivia, Paraguay, Peru and Argentina. Bing Lucas, Chair of CNPPA, closed the symposium with an emotive Latin American song and dance, pursued by attendants.

The symposium was coordinated by Juan Romero.

# Reports of the Informal Discussion Groups on Major Components of the Strategy and Review of Commissions

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## 1. The Mission of IUCN - The World Conservation Union

Group Leader: Dr Jay Hair (USA)

Rapporteur: Dr Martin Holdgate (Director General)

About 110 people attended. The sections of draft Resolution 19.1 and paragraphs 26-33 of the draft Strategy (GA/19/94/7) dealing with the Mission of the Union were the basis of the discussion, which was primarily concerned with agreeing the final form of words to be used in the Mission Statement and the linked explanation of how IUCN would perform its Mission.

Much of the discussion was concerned with the linkage between the concepts of nature conservation and sustainable development, and how IUCN's commitment to both should be reflected in the Mission Statement. Points made included the following:

- .. IUCN's work is carried out within a much wider context of sustainable development as defined in Agenda 21. The Mission Statement must clarify the Union's distinctive contribution;
- .. the sustainable use of living natural resources is important to many communities, and is inseparably linked to, and must be based on, conservation. The linkage must be evident in the Mission Statement;
- .. IUCN differs from other bodies in being the principal international organization whose primary objective is nature conservation;
- .. the perceived dichotomy between conservation and sustainable development is false and should be avoided. IUCN has accepted the inseparability of conservation and development for 15 years, since publication of the World Conservation Strategy. The aim of the Union is to champion conservation and promote it: ensuring that development is sustainable is a means to that end;
- .. the rapid increase in global human population is imposing immense pressures on nature. IUCN's

role is to protect natural resources and biological diversity until the human population stabilizes.

There was also considerable discussion of the advocacy role of IUCN. The draft Mission Statement, in speaking of influencing and guiding societies throughout the world, implied an advocacy role. IUCN should perform its Mission by actively promoting policies and actions that will ensure conservation. IUCN must be the body to speak for nature, because if it did not, who would? Of course it must act with sensitivity to the human situation, but there are other bodies whose primary goal is enhancement of the human condition.

After lengthy discussion, taking account of the need to balance all points of view, the following re-draft of the Mission Statement was agreed as a basis for further debate:

"The Mission of IUCN - The World Conservation Union is to influence, encourage and assist societies throughout the world to conserve the integrity [,productivity] and diversity of nature and to ensure that any use of natural resources is [appropriate, equitable and [ecologically] sustainable].

In regard to the words in square brackets, it was argued that "productivity" was ambiguous and could imply support for maximizing commercial yields: if functional integrity was assured, biological productivity would also be safeguarded. Hence there was a general view in favour of dropping the word from the Statement. So far as the concluding phrases were concerned, many speakers believed that "appropriate" was also redundant and that the two concepts of equity and ecological sustainability were the essentials.

The meeting then turned to how IUCN should pursue its Mission. Points made included:

- .. there should be explicit mention of harnessing the strengths of the members, Commissions and Secretariat;
- .. another goal is strengthening the capacity of the members to conserve nature;



- .. the need for a scientific foundation of the Union's actions should be stressed;
- .. there should be emphasis on the active promotion of the Union's mission and policies;
- .. social and economic aspects should not be excluded: IUCN needs to understand and work through human institutions;
- .. nature conservation is, in the end, not about nature but about people, and the thrust of the Union's practical work must be towards re-orientating institutions and policies.

Various amendments to the "bullet points" in paragraph 34, Recommendation 1 of the Strategy and paragraph 3(b) of the draft Resolution were agreed.

In concluding the meeting the Chair and Rapporteur undertook to incorporate the near-consensus in a revised text of the draft Resolution, for further consideration in the Plenary.

## 2. Membership and Constituency of IUCN

Group Leader: Catherine Wallace (New Zealand)

Rapporteur: Virus Fernando (IUCN Secretariat)

### Participation of members

Members want to participate actively in the Union's Programme. They want to be involved in the design of the Programme as well as in its implementation. They want IUCN to work as a Union and to involve the skills of its members in all aspects of its work. Participants suggested the following ways to achieve this.

- .. The use of National Committees and National Chapters. Some members, however, felt that this approach could be too restrictive and could lead to conflict, especially with State and Government Agency members. Others found National Committees valuable.
- .. IUCN should actively work to build the capacity of small NGOs. Inviting those NGOs to help design and implement IUCN projects would be a good way of doing this.
- .. Promoting *Caring for the Earth* would also be a good way of involving the members, especially in policy work.

- .. The Union should explain the benefits of membership better, beyond that of being part of a global alliance.
- .. The Union should make a survey of its current membership, to find out why they remain members.
- .. The performance of all parts of the Union, including the Secretariat, should be evaluated.

### Advocacy

- .. IUCN should allow members to speak on its behalf when the General Assembly had set out a policy on the issue concerned.
- .. Once the General Assembly has passed a Resolution or Recommendation, the Secretariat should explore the possibility of implementing it through a member rather than implementing it itself.
- .. IUCN should not lose the opportunity for timely intervention by over-emphasis on preparation, extensive review and analysis. The issues will not wait for action from IUCN and so the Union must plan ahead.
- .. By consulting in advance, IUCN should give emphasis in its work to those members who are active as advocates on a particular issue.
- .. The Secretariat should prepare and distribute a compilation of all General Assembly policy statements on the various issues where IUCN proposes to play an advocacy role.

### Membership criteria

- .. No *bona-fide* NGO which supports the objectives of the Union should be discouraged from joining. This should be made clear in the development plan for membership mentioned in Recommendation 5 of the Long-Term Strategy.
- .. Suggested criteria for recruitment are generally good. However, these should be refined so they are realistic and attainable. Some felt that the objectives of conservation were more important than those of sustainable use.
- .. Para 109 on this topic in the draft Strategy was considered ambiguous and should be revised. The dominant activity of an applicant (except of a State member) should be "conservation of nature and natural resources". Specifying this as the ultimate goal is too vague and may not be adequate to exclude commercial and trade-orientated organizations that pursue unsustainable practices.

## Membership dues

- .. Revised dues must not price out NGOs from developing countries. Even in developed countries, NGO members are finding that the dues are high. There is a danger that IUCN could price itself out to the market.
- .. The dues of NGOs should not be raised across the board, but should be brought in line with what members can afford. This principle should be set out in the revenue generation plan to be prepared as a result of Recommendation 9 of the Long-Term Strategy.
- .. The concessions proposed in Para 129 on collection of dues are not sufficient to deal with the problem.
- .. Members may not be leaving the Union for financial reasons alone. It would be useful to do a survey of those who have left and understand the reasons why they left.

## What members want from the Union

Much debate took place on this issue. The views expressed included:

- .. the importance of IUCN as a forum to debate issues and facilitate action on them;
- .. that not all members are interested in the scientific/technical and policy/political affairs of the General Assembly;
- .. that in the post-UNCED world, IUCN is not the only organization that provides a forum for NGOs and governments to interact;
- .. that IUCN should take the lead in encouraging partnerships with like-minded organizations, especially in developing regions;

## Regionalization and membership

- .. IUCN should take advantage of regionalization to identify among the membership those skills specific to a region or country that are relevant to the work of the Union.
- .. IUCN Regional and Country Offices should be used more effectively to support the conservation activities of members.
- .. The definitions of the IUCN regions in the Statutes are arbitrary. As part of the regionalization process, the regions should be redefined on conservation, cultural and geopolitical grounds.

## 3. Communications in IUCN and Marketing of IUCN's Products

Group Leader: Juan Carlos Navarro (Panama)

Rapporteur: Danny Elder (IUCN Secretariat)

Eleven participants attended this group. John Burke introduced the areas of work of the IUCN Communications Division, emphasizing the activities already underway or planned under the Long-Term Strategy. He explained that his Division worked at three functional levels: reaching IUCN members and Commission members; providing communication services to IUCN Programmes; and reaching audiences outside IUCN. He then outlined the five main operational activities: advising programmes; publications production and distribution; media relations and information materials; Library and reference service; and regional coordination.

About 55 interventions were made, by participants from Australia, Canada, Netherlands, Pakistan, South Africa, Tanzania and United States. The main conclusions of a lively discussion were that:

- .. more effort should be given to creating more and stronger links between the Secretariat and the members, and to increasing the dialogue between them. The Secretariat should encourage more input and feedback from members on IUCN's communications and products;
- .. the Secretariat should use simpler formats and more easily readable material for products distributed within the IUCN family;
- .. there is a great diversity in the institutions that are members of IUCN so communications activities need to be flexible and responsive. Greater consideration should be given to decentralizing communications activities;
- .. if possible the Bulletin should be made more exciting, but no specific suggestions were made on how to do this;
- .. the Secretariat should make more use of National Committees and some members as facilitators and enhancers of communication activities;
- .. more effort should be given to distributing information about IUCN projects in the field, especially on the lessons learnt;
- .. greater priority should now be given to exploring and defining IUCN's advocacy role and considering how that role could be better orchestrated and managed.

In conclusion the Group welcomed the progress that IUCN had made in its communications work over the previous triennium and urged that this momentum be maintained.

#### 4. The General Assembly, Council and Bureau

Group Leader & Rapporteur: Ashok Khosla (India)

The next stage of the strategic planning process is operational planning. This will be an opportunity to provide more detail, which will make it easier for the membership to contribute. The planning process should outline explicitly relevant outputs, responsibilities, timescales and financial implications.

Without jeopardizing the rights of members to be heard, the Group considered that the number of Resolutions and Recommendations, or at least the growth in their number, had to be reduced or managed better. This could be done by streamlining the process of negotiating motions and by the use of regional, national and local forums for preliminary debate.

Resolutions should be binding on the Council and Secretariat, not simply providing guidance. References in Resolutions to the "Director General" should make it clear that this refers to the Secretariat throughout the world.

The Group also concluded as follows.

- .. The General Assembly could be renamed the "World Conservation Congress", but the Group felt there was no advantage in separating the business sessions from sessions on conservation issues. Both should be held, as at present, in one place and at one time every three years.
- .. The size of delegations should not be restricted to two official delegates.
- .. Between General Assemblies and at the Assembly itself, the Council and Bureau should meet more often, and the specific roles and responsibilities of the President, Vice-Presidents and Councillors should be more clearly defined than at present. The accountability of the Council to the membership should be improved through better reporting procedures.
- .. There did not appear to be any great value in setting up an independent statutory Science and Policy Advisory Board. It would be preferable to coopt the needed expertise onto the Council and set up a formal Committee of the Council to provide scientific advice. Such a Committee could include individuals from outside the Council. Its

mandate should be carefully defined, and should include providing links between different work areas of the Union, and quality control of its activities.

- .. Regional Councillors should be designated "Councillors", since they are elected in their individual capacity and are expected to represent a global view, albeit from the perspective of their region.
- .. The concept of National Chapters is not self-explanatory or clear. From what the Group understood, the concept did not appear to have any great value.
- .. National Committees should be strengthened. (See report of Group 6 - *Ed.*)

#### 5. The role of Commissions

Group Leader: Veit Koester (Denmark)

Rapporteur: Don Gilmour (IUCN Secretariat)

About 75 delegates attended and worked through an agenda prepared by Adrian Phillips. They concluded as follows:

##### General issues

Commissions are unique in that they have been given high recognition in the Statutes. The General Assembly and not the Council establishes the Commissions. Under the Statutes, the Commission Chairs report to ordinary sessions of the General Assembly and are members of the Council.

Commissions are needed as long as IUCN is needed. The reputation of IUCN depends on the work of the Commissions. The Union, therefore, needs stronger and more effective Commissions, not the opposite. This does not exclude the possibility of using *ad hoc* networks for specific issues. It is vital that the Programme reflect the "bottom-up" contribution of members, and this is best done through the Commissions.

Elements for a successful Commission include: a capable Chairperson, supported by adequate resources, including administrative backup, communications facilities and financial means; the potential to create a network; a clear goal; and suitable activities and products.

Commissions cannot influence the course of events unless they have a strong integration with the Programmes. Mechanisms are needed to make sure this happens. Perhaps the Commissions should drive the process of setting the Union's Programme. Integration between Commissions is also important.

Reviews and evaluations should identify the minimum resources needed for the Commissions to function effectively. There needs to be close liaison with governance and accountability. The Commissions should be hungry but not starving.

In organizing the Commissions, regionalization is important and regional structures already exist in some Commissions. However, this debate should be carried out in the Commissions themselves.

There is a need for performance indicators to review the Commissions' performance. These should concentrate on the impact of the Commissions' work at grass-roots level. However, evaluations are time-consuming and should not be done too often.

For large Commissions, such as the Species Survival Commission, it is no longer possible for the Council to approve each member.

### Issues specific to certain Commissions

Commission on Ecology. There is a need to retain some form of Commission dealing with ecology-related subjects, but it should be clearly focussed. The Council should be charged with considering how to achieve this. If the Commission on Ecology is abolished, the credibility of the Union is at stake.

No definite conclusions were reached on other Commissions.

## 6. Regionalization of IUCN

Group Leader: Mankoto Ma Mbaelele (Zaire)

Rapporteur: Liz Hopkins (IUCN Secretariat)

About 25 delegates attended. The following working definitions were proposed by the Group Leader and agreed:

- .. Decentralization is the process of devolving responsibility and capacity for implementing IUCN's Programmes to the Regional and Country Offices;
- .. Regionalization is the process of restructuring the Programme and delivering support to members on a regional basis, taking account of regional social, cultural and natural diversity and targeted to members' needs on the ground.

The draft Strategy (para 53) proposed that regionalization must meet four needs. In (a) of that para, it was proposed to add "and sustainable use" after "conservation". In (d) it was proposed the phrase be rewritten as "It must strengthen the involvement of members, *communities, partner organizations and institutions* in Programme implementation (new words in *italic*).

One participant suggested that this paragraph be extended so that regionalization met the need for members and partners to participate in deciding on and implementing the Programme.

Discussion then turned to the mechanisms required to meet these needs.

### National Committees

The Group considered the models for National Committees operating in different regions. In South America, National Committees act almost like Country Offices, deciding on the content of the Programme for their country, negotiating contracts, etc. The Netherlands National Committee is an independent autonomous body. Other National Committees, as in Russia, Slovakia and UK, tend to be forums for members to discuss national and international issues linked to IUCN's regional or global Programme. It was suggested that other models such as UNESCO National Committees be examined to see if they would be suitable for IUCN.

The Group felt it was desirable that National Committees be independent of any single member organization. As regard their financing, in Australia members contribute towards the cost of the Secretariat, and in UK the State member pays for the National Committee. Participants from developing countries and from Russia called for IUCN to pay for National Committees. It was also suggested that a portion of membership dues be allocated to national and regional structures.

### Commissions

Most participants felt that the links between Commissions and National Committees were weak. Reasons for this could include lack of funds for both types of structure, and the wide range of interests among Commission members; some of these interests may not reflect the concerns of National Committees. One suggestion was that Commission members should make presentations on their work to National Committees.

The Union should give more attention to the regionalization of the Commissions, perhaps through selection of members at the regional level.

### Councillors

The role of Regional Councillor was felt to be of crucial importance, and there were frank exchanges about the past role of Councillors, who were sometimes isolated and did not always report back to members.

One participant proposed that Councillors be elected in the region and then simply approved by the

# Report of the Technical Meeting on the IUCN Programme and Budget 1994-1996<sup>1</sup>

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The intention of this meeting, which was chaired by the Director General, was to provide an opportunity for a debate on the content and balance of the draft IUCN Programme 1994-1996 (GA/19/94/9) before its adoption by the General Assembly in the Plenary Session. The Draft Programme was considered together with the associated Estimates of Income and Expenditure (GA/19/94/10).

Dr Holdgate pointed out that the Finance and Audit Committee would recommend an increase in the funds put into reserves each year. Therefore the Programme would have to be **reduced** unless donors could provide additional resources. Any proposals to **add** to the Programme would have to be considered in this light.

The Chair of the Programme Committee, Professor Reuben Olembo, reported that the Committee would meet after the Technical Meeting and take account of both the deliberations of the Meeting and the results of the Workshops, before preparing its report (presented here as Annex 9). But he reminded delegates that the Programme Committee looks at the broad issues, rather than the details of individual programmes.

The Programme Director, Mr Per Ryden, reported that much of what the members had asked for at the last Session of the General Assembly, in particular for more consultation with the membership and closer integration between the Secretariat and Commissions, had been done, though more in some regions than others. There is also still much to do.

He explained that the present Programme document had been prepared before April 1993, when it had been approved by the Council, so that it did not include the most recent items. The document is "rolled forward" each year. The Secretariat cannot take up each comment individually, but will consider all

comments made in this Technical Meeting, and all the results of the Workshops, in the preparation of the **next** version of the Programme, which would cover 1995-1997. Over the next few years, the Programme was likely to develop rapidly, as it grew to reflect better the needs of members. The Director General promised that the "rolled forward" Programme document would be distributed to members each year.

The Director General asked that Chairs and Rapporteurs of the 10 Workshops report to the meeting as they saw fit. (More details on each Workshop are given on pages 55-80.) Reports were made as follows:

**Workshop 2: Defining Sustainability and Measuring Efforts to Attain it** (report by John Williams, IUCN Secretariat). IUCN should be more active in feeding information to its members in the field, and be more receptive to information from those members.

**Workshop 8: Environmental Care for Communities** (report by Richard Sandbrook, Workshop Chair). Conservation will only succeed if the views of the people affected are taken into account. Community rights and participation should therefore be integral to all IUCN activities. The Union should do more to demonstrate the value of working with communities; it should support those working on community issues and train those associated with the Union on how to involve communities. (These points form the basis for Resolution 19.23.)

**Workshop 9: Public Participation in National Policy-Making: The Role of Strategies for Sustainability** (report by Nancy McPherson). IUCN should do more work on five key issues: (a) conflict resolution, (b) methods of participation, (c) sustainable livelihoods, (d) financing mechanisms for strategies, and (e) frameworks for monitoring and evaluating the results of strategies.

**Workshop 10: IUCN on the World Stage** (report by Aban Kabraji). This Workshop had looked at the new international scene and IUCN's place within it. The salient points were so complex and their

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1. Further proposals on the future Programme for the Union may be found in the sections of the Minutes entitled Long-Term Strategy for the World Conservation Union, and Triennial Programme and Budget (pages 17-24).

implications so profound that it was not easy to summarize them, but some key points could be made:

- .. the world is now changing very rapidly and so to be effective IUCN must first and foremost understand this world;
- .. the Union's work on how people interact with nature and natural resources must be based on a clear understanding of the economic and political agenda, including trade and business;
- .. the Union must look for new sources of funds and not rely on aid flows, which the workshop predicted would not increase in future;
- .. it must support NGOs as being an integral part of society and the part most able to deal with natural resource use;
- .. it must be a bridge and facilitator between government and NGOs, and support institutional development.

This has profound implications for the structure and direction of the Union, and should be discussed in the General Assembly.

The following general points were then made:

- .. the Australia State member delegation argued that the multiplier effects of the work of the Commissions was higher than with other parts of the Union and requested small additional assistance to the Commissions to improve their work;
- .. Antonio Machado, Regional Councillor, pointed out that many priorities and activities identified by the members are not reflected in the programmes; he proposed the development of guidelines to ensure the participation of members in the development of an IUCN Programme, especially through National Committees.

### **The Part of the Programme entitled "The Direction and Management of the Union"**

**Policy Development.** The Programme document should acknowledge that the General Assembly is the fundamental policy development organ of the Union (Australian Littoral Society). This point was also covered in Workshop 10 ("IUCN on the World Stage"), which called for the General Assembly to play a greater role in giving policy direction to the Union (see pages 78-80).

### **Technical Programmes**

The UK State member delegation asked why the Commission on Environmental Strategy and Planning (CESP) had its own thematic programme separate from the theme programme on strategies, while other Commissions did not. The delegation suggested that all programmes should be given clear targets and titles. It would be better to give them programmatic (as opposed to institutional) titles. In reply, the Programme Director explained that the work of CESP relates to more than one IUCN Programme, whereas other Commissions have a one-to-one link. For this reason CESP had been given its own Programme as well. He agreed that this could be looked at again.

The Sustainable Development Policy Institute (Pakistan) thought the Programmes on Strategies, Social Policy and CESP were all too diffuse. They missed the essential processes of motivating stakeholders and building capacity, subjects that were not amenable to solution by provision of guidelines or text-books. It is hard to see how these matters can be addressed at all at international level. Nor did he feel that the benefits of local experience were being fully utilized.

The Conservation of Nature Trust, India, called for an item in the Programme on depleted riverine fauna. The Director General proposed that the new Commission on Ecosystem Management could address cross-cutting issues such as this one.

**Marine and Coastal Areas Programme.** Workshop 6, on carrying capacity, had suggested that that the Marine and Coastal Areas Programme focus on exchange of information between agencies responsible for large marine ecosystems (Great Barrier Reef Marine Park Authority, Australia). The U.S. State member delegation pointed out that NOAA had been doing this for the last ten years and so the United States would be interested in collaborating.

The Great Barrier Reef Marine Park Authority also proposed an additional objective for this Programme: "To ensure coordination between the activities of IUCN, including the Marine and Coastal Areas Programme, its policy initiatives and demonstration projects, the marine components of IUCN's various sectoral programmes and Commission activities, and the coastal and marine activities of other relevant national, regional and international programmes."

**Protected Areas Programme.** The aim of the Programme should be to promote the establishment and effective management of a worldwide network of not just terrestrial and marine protected areas (as the document says), but of terrestrial, **coastal** and marine

protected areas. Mention should also be made of working with SSC to encourage the implementation of the Convention on Biological Diversity (both points from the Bahamas National Trust).

**Species Conservation Programme.** An activity should be added on the conservation of medicinal plants, to follow up the guidelines recently produced on this theme by the World Health Organization, IUCN and WWF. The issue is one of great public interest and one where funding might well be available (Plantlife, UK).

Justin Cooke, an observer and SSC member from Germany, warned against making a commitment to incorporate human demographic elements into the SSC VORTEX/Population Habitat Viability Assessment model.

**Social Policy Service.** The overall objective of IUCN should be kept in mind when setting objectives for this service (Nature Conservation Council of New South Wales).

**Environmental Law Programme.** The Goncol Foundation (Hungary) drew the Assembly's attention to the conflict between Slovakia and Hungary over the diversion of the Danube. Members of IUCN's Commission on Environmental Law were representing both Parties before the International Court of Justice. The delegate considered that Hungary was the victim and was not equal before the Court. IUCN was the only body which could elaborate mechanisms to help resolve such transboundary legal disputes—Resolution 19.1 includes an item to this effect in para 2(b)—and should include a legal aid facility for disadvantaged groups within the Environmental Law Programme.

The Environmental Law Institute (United States) asked for more funding for the Environmental Law Programme, arguing that the Programme could be used more often by other parts of IUCN. It would be more cost-effective if lawyers were used earlier in disputes such as the one between Hungary and Slovakia.

The International Council of Environmental Law (ICEL) announced that it had received a grant of DM 55,000 from the Karl-Schmitz-Scholl-Fonds for Environmental Law and Policy. The grant was for a review of the legal aspects of trade and the environment. ICEL intends to do this in cooperation with the IUCN Commission on Environmental Law, as well as with other IUCN activities.

The State member delegation of Germany asked that the Bonn Convention be added to the priority areas for the Programme.

The Lincoln Filene Center (United States) reminded delegates that the previous Session of the General Assembly had adopted Recommendation 18.20 on Trade Agreements and Sustainable Development, which had covered the question of GATT. The Center asked the Commission on Environmental Law to recommend that an Environment Committee be included as part of GATT. (See Recommendation 19.25.)

## **Regional Programmes**

According to the Fundación Chiapaneca para el Manejo de Areas Tropicales, Mexico, islands and reefs are not well covered in the Regional Programmes nor in the Marine and Coastal Areas Programme. The Union should do more on isolated habitats in general.

The Canadian Wildlife Service, a Government Agency member, said that IUCN's work in Canada was not included in the Programme document. In particular, the plan for the new IUCN Canada Office should be included.

**Programme for the Meso-American Region.** For reasons of timing, the document did not cover the major changes that had taken place in plans for the Programme in Meso-America. There is now much greater consultation with the members and the Programme will change accordingly. The main objective should be to strengthen the capacity of members to carry out their own programmes in their regions. (Fundación Chiapaneca para el Manejo de Areas Tropicales, Mexico.)

**Programme for the South American region.** Speaking on behalf of members from Peru and the SSC South American Camelid Specialist Group, the Peruvian Association for Conservation of Nature noted the great importance of the vicuna and the guanaco in the region. The Association asked for special support to the South American Programme, including an activity to support the implementation of the Action Plan for South American Camelids through the Regional Office and in association with SSC.

A delegate from Argentina stressed the importance of indigenous peoples in achieving sustainable development and asked that this be recognized.

**Asia-Pacific Region.** India has not found a place in this Programme. IUCN should give more attention to the Indian region as it is rich in biodiversity (Conservation of Nature Trust, India).

**European Programme.** The UK State member delegation believed that the Union had played an innovative and constructive role in Central and Eastern Europe,

but felt that the needs in Western Europe were very different. The delegation noted the dense network of international bodies and agreements dealing with conservation in Western Europe and argued that further institutional infrastructure was not needed. For this reason the delegation did not regard the Action Plan for Protected Areas in Europe as a priority. Instead the priorities should be more East-West contacts and a focus on global issues in Western Europe. Following this theme, Regional Councillor Antonio Machado called for the European Programme to address the issue of consumption patterns in the region, patterns that are the ultimate cause of many conservation problems in developing countries.

Another delegate drew the attention of the meeting to the welcome offer by the UK Government to organize a meeting to bring together members from all parts of Europe, to facilitate a pan-European approach.

The Goncol Foundation (Hungary) called for more work on environmental education in Central and Eastern Europe. It was suggested that this be considered at the next meeting of the Programme Advisory Group (for the East European Programme).

**Antarctic Programme.** The Environment and Conservation Organizations of New Zealand reported that a meeting earlier in the Assembly had proposed

changes to the priorities for this Programme. A revised Programme document, prepared during the General Assembly, was approved by the Programme Committee and is appended to their report (page 106). The delegate outlined the main activities proposed. In reply, the Director General pointed out that only modest resources were available for the Union's work on Antarctica, at present only sufficient for the Workshop on Human Impact.

### **Budget**

In response to a question, the Assistant Director General, Management, confirmed that Council had agreed to provide SFR 100,000 for the Indigenous Peoples Task Force.

The Australian Littoral Society asked that the budget tables show the allocation of staff time to each Programme.

Antonio Machado, Regional Councillor, drew attention to the importance of National Committees and suggested Council develop guidelines for their operation. The Director General believed that though the Council can elaborate policy between sessions of the General Assembly, a matter of this importance may have to await the revision of the Statutes (Resolution 19.5).



# Reports from the Workshops

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## Introduction

On 20 and 21 January, the General Assembly divided into ten Workshops, allowing participants to join in discussions about aspects of the work of the Union, to contribute from their own experience and to benefit from that of others.

The subjects of the Workshops are all key issues arising from both *Caring for the Earth* and Agenda 21. This conforms with the theme of the General Assembly, Caring for the Earth and its People. Like these two documents, most of the Workshops were cross-sectoral in character.

Each of the topics selected is important for IUCN and its members. The outputs of the Workshops were designed to guide the Council, Director General and staff in the development of the Union's policies.

To benefit fully from the Workshops, Dr Martin Holdgate has agreed to prepare a book under the provisional title of "Caring for the Earth: Future Perspectives". The book will build on the Workshop reports and draw on the papers presented, but will not be restricted to this material. The aim will be to integrate the conclusions from the Workshops into a coherent set of ideas and principles.

The reports below are by the Workshop Rapporteur(s) unless otherwise mentioned. The workshops were coordinated by Mr Per Ryden, Programme Director.

IUCN would like to thank all the individuals who contributed to the workshops. IUCN also extends its gratitude to the organizations which contributed financially, and especially to UNEP and to the German aid Ministry BMZ for their generous support to the whole workshop programme. IUCN is also deeply appreciative of the support by the host government, which provided simultaneous interpretation for each of the ten Workshops, in each case between the three official languages of the Union.

## WORKSHOP 1

### A New Conservation Ethic

Chairs: J. Ronald Engel and Parvez Hassan

Convenors: Françoise Burhenne-Guilmin and Peter Hislaire

Rapporteurs: Nigel Dower and Richard G. Tarasofsky

The interface between ethics and law has been identified as fundamental in the efforts of IUCN to propose an International Covenant on Environment and Development. The Draft Covenant, currently being prepared by the IUCN Commission on Environmental Law (CEL), is intended to become a global binding agreement. It seeks both to consolidate existing principles of international environmental law and to codify emerging principles in a manner which progressively develops the law. It is hoped that the Draft Covenant will be completed by the end of 1994 so that it can be presented to the United Nations on the occasion of its 50th anniversary in 1995.

To ensure that the Covenant contains a wide range of current ethical principles, CEL sought the input of the IUCN Ethics Working Group (EWG), several of whom attended the most recent meeting of the Working Group on the Covenant in Bonn (September 1993). It soon became apparent that, while the Covenant is a useful focal point of cooperation between the two bodies, the potential exists for a broader and more comprehensive examination of the relationship of environmental ethics to international environmental law. A joint workshop at the IUCN General Assembly was seen as an ideal forum for such an exercise.

The objectives of the Workshop were threefold:

- a) To discuss ethical principles relevant to the 1990s and beyond;

- b) To explore the potential of international law to transpose these principles into binding obligations; and
- c) To obtain feedback from IUCN members on the Covenant, which seeks, *inter alia*, to accomplish (b) as far as possible.

The intention was that the results will help EWG fulfil its mandate over the next triennium and CEL complete the Covenant.

The Workshop was divided into four sessions. Session 1 explored the prospect of elaborating a conservation ethic for the 1990s and beyond. The topic was introduced by an articulation of the bases of modern environmental ethical thinking, with emphasis on the centrality of "a world ethic for living sustainably" as set forth in *Caring for the Earth*. The prospects of developing such an ethic were explored in two contexts, Buddhist and humanist, and several alternative frameworks were presented.

In Session 2, further discussion of the elements of a world ethic occurred from a Christian perspective and the challenge of transforming ethical principles into international law was introduced. Both a general examination of this latter point took place, as well as a more detailed look at one ethical principle that has been applied in law, namely, equity.

Session 3 focussed on the CEL Draft Covenant, with a discussion of its desirability from a legal standpoint and an overview of its drafting history. This session also discussed the Covenant's ethical components. The final session was devoted to a detailed look at the provisions of the Covenant and in particular the needs of developing countries. Approximately 85 people attended this workshop and in all fifteen presentations were made.

Considerable debate and discussion took place on the following topics.

## Ethical Issues

**Unity in Diversity.** The need to recognize that an adequate world ethic must involve unity in diversity, as an alternative to either a dominating universalism or widespread contemporary relativism, was generally accepted. Many contributors brought out the fact that there are a great variety of sources of shared ethics as well as various ways engaged agents might understand, validate and implement these shared values.

**Relation of ethics to economics.** Issues were raised about the relationship between ethics and economics, and it became clear that this issue is a major one to be explored in future. Some denied that economics was

based on ethics, while others saw a set of values implicit in economics albeit a different set of values from those which environmentalists may wish to assert. For the latter group, the issue is how to inject into economics the appropriate values for the care of the earth, social justice and global responsibility. A lively defence of the morality of the market by one participant, as delivering goods optionally by contract, raised the issue that a world ethic must go in its foundations beyond contract to a richer conception of covenant, community and consensus.

**Psychological sources of ethics.** Some recognition was given to the complex sets of factors which lead to appropriate ethical action—e.g. the Buddhist idea of mindfulness. By contrast it was recognized that greed and ignorance are often the causes of environmental damage—which shows that appropriate ethical principles are necessary but not sufficient, since ethics without knowledge is empty and ethics undermined by greed is ineffective. The wider matrix of motivations, which have much to do with the heart, is an important part of the picture.

**Centrality of social justice.** This was emphasized by one speaker, who saw social justice and environmental care as interdependent, and also by a number of participants. However, that assumption was challenged by another speaker, who saw the demands of survival and the maintenance of the integrity of ecosystems as displacing such considerations of justice. This concern for justice was seen as parallel to the notion of equity in law which can be applied both to correct outcomes of legal processes contrary to the intention of law and for bringing in new laws to rectify general inequalities, by e.g. imposing on States "common but differentiated responsibilities".

**Anthropocentrism/Bio-centrism.** Many people accepted that an anthropocentric view, if grounded properly in the facts of our ecological condition, could generate much the same principles as a fully worked out bio-centrism (even if it risks supporting "business as usual" conceptions of sustainable development), and that in practice not too much emphasis should be placed on the supposed division. There is perhaps a need to transcend this polarity, and one suggestion made was that of "eco-holism".

**Future generations.** While generally our responsibility for future generations was acknowledged, there was some hesitation about how far we can go because we do not know what are the interests of future generations.

**Relationship of Environmental Ethics to Religion.** At several points in the Workshop, discussion turned to the interface between religion and environmental ethics, particularly whether one can attempt to articulate a world ethic if one's assumptions are rooted in a specific religion. It was noted that all of the world's religions, including Islam, Buddhism, Christianity and Judaism, contain maxims which pertain to environmental protection. While there are differences between them, the extent of those differences are not such as to vitiate a common fundamental view that humanity has a duty of stewardship towards nature.

### **Legal Issues: The Need for a "Covenant"**

It was generally agreed that the concept of the CEL Draft Covenant as a whole is sound and that the absence of such an instrument should be urgently redressed. The piecemeal development of international environmental law is the primary reason for articulating a set of integrated legally binding obligations to which the entire international community could subscribe. The model established by international human rights law is also appropriate to the environment; in this model, the 1948 Universal Declaration of Human Rights, a "soft law" document, was the basis for the two 1966 UN "Covenants" on human rights. In the case of the environment, it is necessary to follow up the Declarations of Stockholm (1972) and Rio (1992) with a "hard law" treaty on the environment. In the wake of the achievements of the Earth Summit at Rio, the introduction of the Covenant to the international community in the near future will be very timely.

The Workshop considered the question of "Soft" and "Hard" law. "Soft" law consists of instruments which contain largely political rather than legal commitments. Much of modern international law has developed in a two-step process, beginning with "soft" law and ending in "hard" law, which is legally binding. In this vein, one panellist argued that an ethical statement of principles could usefully precede the introduction of a binding legal instrument. In the discussion, it became evident from experience that to be effective, a "hard" law instrument must do more than simply repeat verbatim the contents of "soft" law.

It also became clear that the Covenant was distinct from efforts to elaborate an "Earth Charter". One essential difference is that the Covenant required a greater degree of particularization, both in the definitions of concepts and in how and by whom those concepts would be translated into action. It was agreed that the place for ethical statements was in either the Preamble or the section on "fundamental

principles", because these sections guide the interpretation of the operational provisions. All acknowledged that the Covenant must seek to be a progressive and ethically sound document, but that it should not lose sight of what is politically acceptable. The extent to which this delicate balance is achieved will determine its credibility.

### **Working Draft 5 of the Covenant**

There was general agreement that the present draft of the Covenant is ethically sound and that it would enhance the development of a shared global ethic. For example, the Draft emphasizes the interdependence of humankind and nature and it avoids using the ethically unsound term "exploit".

It was suggested, however, that perhaps not all the principles underlying *Caring for the Earth* have been covered. One proposal was to express clearly in the Preamble that humanity is part of the "community of life". Another was to replace the term "manage" by the phrase "care for" in connection with humanity's relationship to the environment. Although the latter phrase can imply some notion of management, it suggests an underlying vital concern and personal relationship which is based on nurturing, tending and healing.

Several presentations touched on various aspects of the Covenant, both from a substantive and from a procedural and structural viewpoint. For example one of the panellists argued that the "fundamental principles" section should, for ethical reasons, be amplified and re-numbered. Of the several suggestions put forth for modifying the Covenant, most centred on strengthening particular provisions rather than the document as a whole. In particular, it was suggested that the following provisions be added:

- .. that States develop and adopt the most efficient and environmentally safe technologies for the generation and use of energy; and
- .. that States establish a prior justification procedure for the introduction of potentially hazardous substances into the environment. On this point, it was suggested that the provision on dangerous substances should not be weaker than that in the Rio Declaration.

### **Conclusions**

The Workshop agreed that, from an ethical standpoint, both the principles in *Caring for the Earth* and the Covenant are the foundations for the construction of a world ethic relevant to the 1990s. The Workshop also

considered that the Covenant would be a useful and timely contribution to the development of international law.

## WORKSHOP 2

### Defining Sustainability and Measuring Efforts to Attain it

Chair: Ted Trzyna

Convenor: John Williams

Rapporteur: Julie Roelof

The conservation community needs to know if human society is becoming more sustainable and what can move society in that direction. The objectives of this Workshop were: to review the state of knowledge in defining and measuring sustainability; to find points of agreement and to clarify the main unresolved issues; and to determine how to encourage communication and dialogue to bridge gaps between North and South, scholars and practitioners, and natural and social scientists. Critical questions examined were:

- .. What kinds of knowledge are needed to promote sustainable development?
- .. What are the best indicators of a sustainable society?
- .. How can we evaluate and learn from efforts to attain sustainability?
- .. What are the best ways of monitoring and evaluating results of national and subnational strategies for sustainable development?
- .. What should be the role of IUCN and the international community in promoting work in this area?

The Workshop was divided into four sessions, as outlined in the sections below. About 100 people attended and 20 presentations were made. Since much of the work in this area is being done in universities and international agencies, the Workshop offered a form of "reality check", since those attending included people who work in governmental agencies and in NGOs faced with defining and measuring sustainability in a great variety of practical situations and in many countries.

### Sustainability and Sustainable Development: What Do They Mean?

A common theme was the recognition that sustainability includes ecological, economic and social aspects. In other words, biological and physical sustainability cannot be considered separately from the idea of a sustainable society. Another theme was the need to consider what is meant by "quality of life," which should include spiritual well-being and which has been encompassed in the concept of "traditional development".

Participants debated whether conventional science could resolve problems of sustainability, which are primarily problems of power and political will. The Workshop identified three guiding principles to guide the use of science:

- .. Humility: it is necessary to establish a tolerance for uncertainty or "usable ignorance"; knowledge is better than ignorance, but wisdom is the ideal;
- .. The precautionary principle, though not everyone was comfortable with this since it can be an excuse for inaction; and
- .. Reciprocity, meaning that interactions between North and South are equitable.

In the ensuing discussion, participants called for increased attention on population issues. They also considered that much work is needed to gather and disseminate scientific data, especially in the South. One participant noted that, while it does not describe the whole picture, the concept of ecological sustainability is nevertheless useful as an early warning system for decision-makers. Others stated that, despite some remaining ambiguity, "sustainable development" has been sufficiently defined to serve two important purposes: it is a good way of promoting conservation to those who are typically unreceptive (i.e. big business), and it provides the dimensions of the problem, allowing us to set objectives and start working on achieving those objectives.

### Measuring Progress

This session was concerned with two aspects of measuring progress toward sustainability and sustainable development: monitoring, which should take place at various geographic scales; and evaluation, which is needed in any programme or project aimed at sustainability. The Workshop considered what are the most effective ways of monitoring and evaluation, and how the resulting information and insights can reach those who need them.

According to one speaker, much of what is called monitoring is only a one-time assessment, often because the monitoring project lacks an institutional home. Aware of the high costs of monitoring, speakers stressed the need to identify the customers and see how they intend to use the results. The Dutch environmental information system was cited as an example of a data collection scheme that directly serves government officials; the system had first found out what the target audience wanted to know and compared that with what could be provided. A speaker noted that it is often necessary to divide information into smaller geographic or social units to make it more meaningful, for example by showing differences between men and women and between cities and rural areas. The SCOPE Sustainable Biosphere Project was suggested as an example of how to design a large-scale project to measure progress toward sustainability and to learn from experience in an iterative process.

In the discussion that followed, participants grappled over how to balance the need for more research with the imperative to do the best with the available information. Some suggested accepting "optimally inaccurate" indicators. One idea is to assign colours or similar non-quantitative measures in cases where numerical data are insufficient or inappropriate. This would enable researchers to begin analyzing patterns and monitoring trends while more precise methods are worked out if, indeed, they are needed. There was controversy over establishing standards, which were perceived by many as being too arbitrary. Others contended that environmental standards, similar to standards on nutrition, can be set as a first approximation and then corrected later; their value lies in the legal field, through establishing and enforcing compliance regulations.

## Indicators and Indices

The toughest problems in evaluation are in choosing the criteria on which to measure success. What are the difficulties involved in choosing indicators to measure ecological, economic and social aspects of sustainability? What is needed to overcome these difficulties? And what should be included in an index of natural and human indicators?

One speaker defined sustainability in terms of whether the productive potential of a natural system would continue under a particular management practice. While accepting that this definition was narrow compared to those in *Caring for the Earth* and the Brundtland Report, many participants found it to be a workable definition for developing and applying

indicators. Others pointed out the danger of emphasizing the "productive potential" of natural systems and the implication that we must strive for the highest yield possible.

There was general agreement that most progress has been made in developing biological and physical indicators, but even in this area practitioners acknowledged great difficulties in getting reliable field data. Part of the problem is that sustainable development work is generally carried out in natural systems already under significant stress. One yardstick by which to measure the success of sustainable development projects is the extent to which the lives of women have improved according to their own definition of happiness and what they mean by a "good life". Indicators of poverty alleviation are also crucial parts of a comprehensive measurement in developing and industrialized countries alike. In sustainable development, however, women and poor people should be more than objects of study. They should be active partners in decision-making and implementation.

Participants debated the merits and inherent problems of national accounting systems. They considered whether it would be worth the massive effort to reform them so as to better reflect such issues as natural resource depletion and inequities within societies.

## The Next Steps

In this session participants made brief presentations on specific projects, proposals and ideas. One speaker outlined projects linking indicators to performance goals at national and subnational levels. Another called for better cooperation and exchange of experience on project evaluation among donor agencies. A third promoted the idea of tracking indicators of social environmental learning as an innovative way to measure progress toward a sustainable society. IUCN's New Connections Project was described in terms of its aim to improve linkages between the social and natural sciences, between scholars and practitioners.

Many people stressed the importance of exchanging information as a way of making progress. It was felt the following would be useful: workshops where case studies would be shared; regional training sessions; increased use of electronic communication systems; and case studies showing the effective use of information on measurement of sustainability, analysis and methodology, or on modelling techniques applied to real situations.

## Conclusions

1. Measurement of progress toward sustainability must encompass ecological, economic and social dimensions, paying attention to the timeframe and to the geographic scale. And without measurement, talk of sustainability is cheap.
2. More attention should be given to measuring socio-political factors of sustainability, to designing methods of monitoring and evaluation, and to getting information to decision-makers in a form they can use.
3. It is acceptable that people continue to disagree on the precise definition of "sustainability", so long as they recognize that sustainable development is an unending process of adaptation and change that must be guided by the principles of equity and caring.
4. IUCN has an important role in helping its members and partners keep in touch with data sources, methodologies and approaches. Rather than keep such information, IUCN should help local user groups to get access to that information and to find out what is available.
5. Equally important, IUCN should facilitate the flow of information from local levels up to the international level. This can help members to learn from others' experiences, to amplify their own voices, and to have a greater influence in policy development and in project design and funding.
6. The IUCN Commission on Environmental Strategy and Planning (CESP) should follow up this Workshop by developing specific recommendations on IUCN's role in measuring efforts to attain sustainability.

### WORKSHOP 3

## Sustainable Use of Living Natural Resources

Chairs: Marshall Murphree and Lawrence Hamilton

Convenor: Don Gilmour and Steve Edwards

Rapporteurs: Julio Ruiz, Charles Doumenge, Catherine Allen and Hank Jenkins

The 18th Session of the IUCN General Assembly, in Perth, Australia, had adopted Recommendation 18.24, on Conservation of Wildlife through Wise Use as a Renewable Natural Resource. This Recommendation called on the Director General to develop guidelines for sustainable use. The SSC Specialist Group on Sustainable Use and the Sustainable Use of Wildlife Programme were subsequently charged with developing the draft guidelines in collaboration with IUCN members.

After a lengthy consultation process, the Specialist Group and Programme had prepared a draft text, entitled *Guidelines for the Ecological Sustainability of Non-Consumptive and Consumptive Uses of Wild Species*. The IUCN Council revised and approved this draft for submission to the present General Assembly. The aim of the Workshop was to evaluate the draft Guidelines and advise members on their relevance.

Almost 200 people, with expertise in wildlife, forestry and fisheries management and policy, from Africa, North and South America, Europe and Asia/Pacific participated in the Workshop. Fifteen specialists presented papers and case studies assessing the applicability of the Guidelines to a wide range of species and ecosystems—sport hunting in southern Africa, pelagic fisheries, wild-harvested reptiles for the skin trade, harvest of vicuna wool in Chile, palm management in Niger, timber harvests, and ecotourism.

All the presentations concluded that the criteria and requirements in the Guidelines: (a) are very difficult to apply; (b) need clarification, and (c) are too broad in scope. The application of general criteria to all uses, such as fisheries, terrestrial plants and animals, forestry, and ecotourism, is impractical. The Guidelines are also too species-oriented and emphasis should shift to habitats and complex ecosystems.

Discussions were informed and sharply focussed. There was consensus that the draft Guidelines are an excellent start, but that it would be premature to adopt them. A number of major points discussed in the Workshop are described below.

### Institutional Capacity

Anada Tiega, of IUCN Niger, explained in his presentation on community management of ronerier palm in Niger that the Guidelines do not address tenurial issues, which are an important social factor in resource management. In his presentation on rural community management of wildlife in Pakistan, A.L. Rao, of IUCN Pakistan, pointed out that in most countries, existing laws do not enable responsible use and management of wildlife by private or communal land-

holders. Decentralizing this authority and providing rural people with proper resource management training is a fundamental institutional requirement for sustainable use of wild species. Rao suggested that the Guidelines need to emphasize that training in local resource management must accompany legal empowerment.

## Co-management

Local participation in management is a critical institutional element in sustainable use. Les Carpenter, an Inuvialuit from the North West Territories (NWT), and Derek Melton, a resource manager from the NWT Government, explained how the Inuvialuit and Government work as "co-managers" of the muskox and caribou populations. Brian Child of the Department of National Parks and Wild Life Management, Zimbabwe, explained how co-management works in the CAMPFIRE Programme. He noted that adaptive management is vital in managing resources successfully; it is a process of trying, monitoring, assessing and retrying. The Guidelines need to emphasize process and have an objective.

## Economic Incentives

All the presentations emphasized that economic motivation is also essential to ensuring sustainable use and that the Guidelines do not recognize this point adequately. David Bracket, Director General of the Canadian Fish and Wildlife Service, explained that it is extremely important to document the socio-economic values of wildlife in order to justify and maintain the financial and human resources required for effective research and conservation programmes.

Jeff Sayer, of the Center for International Forestry Research, Indonesia, pointed out in his presentation that the question of forest management should revolve around recognition that societies and individuals will wish to optimize production of certain goods and services, and the maintenance of functions and components in accordance with their immediate needs. Perception of these needs will vary greatly from place to place and over time.

During one of the discussions, a participant asked Brian Child if the CAMPFIRE model of wildlife management might not destroy the balance of nature by preferring one species over another. This could lead communities to destroy species to obtain more benefits, as has happened with hunting in Spain. Child responded, "Outside national parks, the choice is not between one antelope and another, but between habitat and agriculture. No system will produce a perfect

balance, but local management is the only chance left for conservation outside protected areas."

Eduardo Fuentes, UNDP GEF Biodiversity Coordinator, warned that the opportunity costs for implementing the Guidelines will be a major barrier for governments and resource users. The Guidelines should address this.

## Sustainability

Several papers examined certain philosophical concepts about ecological sustainability. They concluded that the Guidelines oversimplify ecological sustainability and imply that there is an easy recipe for determining what uses are sustainable. "We will not always be able to give simple yes/no judgements on what is sustainable because many other factors are involved", said Grahame Webb, of Northern Territories, Australia. Rowan Martin, of Zimbabwe's Department of National Parks and Wild Life Management, explained that it is much harder to determine what is sustainable than what is not sustainable. "Looking at what uses are unsustainable will tell us a lot about what is needed for sustainability", Martin said. Webb also noted that the process is most important for understanding sustainability. Learning from using resources is the only way we will know how to manage them properly.

David Cassells, a specialist in forest management and environmental planning in Australia, described a number of myths and misconceptions about sustainable forestry management. For example, (a) sustained yield equals sustainable development, (b) good forestry practice is automatically good for the environment, (c) temperate forests have a long history of sustainable management, (d) sustainable management of tropical forests is an unachievable goal, and (e) sustainable management is not economically viable. Cassells concludes that concepts of sustainability are not static in time.

Ralph Roberts, a forestry expert from Canada, pointed out that "guidelines" for ecological sustainability have been prepared, primarily for forestry resources. He presented a useful comparison of definitions used in the IUCN Guidelines, such as principles, criterion, indicator and codes of practice, with similar definitions used in the International Tropical Timber Organization and CSCR Guidelines. Roberts suggested that IUCN should collaborate with other institutions in developing guidelines to avoid confusion of terms.

## The Precautionary Principle

Several papers examined the concept of the precautionary principle. The authors agreed that the precautionary principle has different meanings in resource management. Justin Cooke, fisheries expert with the Centre for Ecosystem Management Studies, Germany, explained that the precautionary principle is very important for marine resource uses, such as pelagic fisheries, which are commonly shared resources and highly migratory. A precautionary management approach for marine resources sets lower harvest levels but, with more information, increases catch levels. This serves as an incentive for better management. However, Rowan Martin pointed out in his paper that the precautionary principle can be highly counter-productive when applied strictly to terrestrial harvests, especially in marginal rural areas with high levels of poverty where incentives must be immediately apparent.

The presenters agreed unanimously that economic incentives, legal empowerment, local participation and responsibility, careful monitoring, adaptive management and flexibility are key elements for ensuring sustainable use of wild species. They believe these points must be emphasized more in the Guidelines.

## Recommendations

The participants made the following recommendations to guide IUCN's future work on sustainable use.

- .. IUCN should consolidate its activities on sustainable use into one initiative.
- .. Members of IUCN members and specialists should be directly involved in determining and carrying out IUCN's activities in this field.
- .. IUCN should separate policy recommendations from technical guidelines. The latter would best be developed by regional specialists, for regional and local use.
- .. Participants endorsed Recommendation 19.54, Sustainability of Nonconsumptive and Consumptive Uses of Wild Species.

## WORKSHOP 4

### Conserving Species and Ecosystems

Chairs: Adrian Phillips and George Rabb

Convenors: Simon Stuart, David Sheppard and Jill Blockhus

Rapporteurs: Wendy Strahm and Jill Blockhus

The objectives of the Workshop were:

- .. to explore options for integrating the expertise of managers and scientists to achieve sustainable conservation;
- .. to identify how IUCN members and relevant Commissions (in particular SSC and CNPPA) can work together to integrate research and management perspectives.

The first day centred on the conservation of species and ecosystems at a global and national level, with a focus on setting priorities. The second day concentrated on specific techniques for conserving species and ecosystems. On both days the Workshop was divided into formal presentations during the morning, followed by small working groups sessions in the afternoon.

### Integrating Research and Management Perspectives at Global and National Levels

George Rabb, Chair of SSC, made a presentation entitled "Setting biodiversity priorities in a practical way: how scientists and managers should collaborate". He pointed out that national governments should encourage scientists to orient their conservation studies towards the Biodiversity Convention. Although only a fraction of species are known scientifically, data on the major species will generally indicate the health of the environment. There is also a need to gauge the political, economic, social and other factors that will influence priorities for species conservation. Also fundamental is the establishment of clear research agendas developed jointly between managers and researchers, with more effective liaison in both the design and the implementation phases.

Graeme Kelleher, the CNPPA Vice-Chair for marine protected areas, spoke on assessing priorities for marine sites. He stressed the need to integrate



conservation programmes between land and sea, and used the Great Barrier Reef Marine Park in Australia as an example. The scientific research should be integrated into other activities, with managers and scientists working together to design and implement research programmes. However, several factors discourage this. Usually there are no incentives for scientists to undertake the research that will contribute most to management; on the contrary there are often disincentives for scientists to conduct management-oriented work. Also, it is difficult to publish management-oriented research. Scientists prefer to direct themselves and are driven by curiosity. Often this approach does not answer management questions.

Peter Bridgewater, CNPPA Vice-Chair, Australia, spoke on assessing priorities for terrestrial sites. He noted that environmental and socio-political systems are essentially chaotic and so are difficult to predict. One taxon's "hotspot" could be another's "coldspot". Diversity and rarity are not sufficient criteria for conservation action: there are others. He noted the concept of gap analysis, which defines the occurrence of certain entities in protected areas. This can work well if there is adequate information available, but this is not always the case.

Pierre Laserre spoke on the practical applications of science to management in the UNESCO Man and the Biosphere Programme (MAB). The IUBS-SCOPE-UNESCO Diversitas Programme began in 1981, to bridge the gap between scientists and managers. Traditional concepts of conservation should be broadened, with greater emphasis on a concept of reserves that includes local people. The Biosphere Reserve approach provides a model of such an approach, with buffer zones created around core nature reserves and conservation needs integrated with the needs of local people.

Georgina Mace talked about systematic methods to estimate species extinction risks. She discussed the present IUCN "categories of threat", noting that different people used different yardsticks and that it was hard to resolve different interpretations and standards. However a universal set of standards is very useful for effective conservation planning. She described the proposed new categories of threat and noted that the validation process should be continued, although the proposed categories are the latest from a long consultative process.

In discussion, some specific concerns were raised, notably on the application of the categories in aquatic habitats, on the level of application of the categories and on the amount of quantitative data required. It is impossible to obtain perfect data and sometimes scientists must sacrifice extreme rigour to achieve results.

## **Integration of Research and Management Perspectives at a Site-specific Level**

Bing Lucas, Chair of CNPPA, outlined experience from the local level in combining management and science. Five key areas are essential:

- a) **Capacity.** Management needs to have sufficient in-house scientific capacity.
- b) **Communication.** Must be two-way between managers and researchers.
- c) **Partnership.** Knowledge must be linked to practical application.
- d) **Networks.** There is still too much evidence of re-inventing the wheel. Effective networks must be developed to share experience and information.
- e) **Mechanisms.** Must be put in place to ensure that there is effective cooperation between science and management.

Claude Martin, Director General of WWF International, spoke about people and parks. He argued that a new understanding is needed about protected areas, to permit appropriate human use as well as species conservation. Local people must be involved in the establishment and management of protected areas. In this sense, conservation is more of a social question than a scientific problem. A potential problem, however, may be over-exploitation of areas managed by indigenous people. The solution is to encourage local peoples' input into developing management plans, but to have the courage to enforce management prescriptions where appropriate.

Russ Mittermeier discussed survey and inventory techniques. Only 14% of the 100 million species on this planet are known and so more systematic research is needed. He mentioned two promising ways of improving this knowledge: first, regional priority-setting workshops, which can obtain information from a wide range of organisations and people, particularly unpublished material; second, the RAP (Rapid Assessment Programme) approach—getting a group of first-class field biologists to undertake an initial evaluation—could have great potential.

The value of biodiversity can be measured on many levels, ranging from global biodiversity (including intangibles—forest for climate, potential medicinal properties) to supporting major ecosystem functions, to maintaining water quality and household uses. Biodiversity values are also inherent in products found in international, regional and local markets. These, however, are usually not considered

in national income accounts and this needs to be changed.

A prioritization process for conservation action has been debated over the last decade, including the concept of identifying international hotspots (areas where terrestrial biodiversity is concentrated) or megadiversity countries (countries which have the greatest biodiversity). Taxon action plans should be considered as building blocks for national biodiversity action plans. The best possible scientific information should be used to develop these action plans.

Mariano Gonzalez, Susana Gonzalez and Ulysses Seal described the process of Population and Habitat Viability Analysis (PHVA). This is a useful tool to help make priorities in species conservation planning. In this process it is essential to maintain a dialogue between scientists and decision-makers, so that the results are effectively converted into policy.

M.K. Ranjitsinh made a presentation on the application of research to species management in species recovery plans. He emphasized training for conservation, including the establishment of conservation curricula, short courses on science for management, continuing education for professionals, and the process of informing and involving local people. Communicating conservation to the media, educators, allied institutions and organizations is also essential. Scientists also need training to enable them to become better communicators. Also, national and local governments should give greater recognition to traditional uses of areas and species, and should accept local responsibility for them.

## Results of Discussion Groups

Several discussion groups met during the Workshop. Each group made presentations back to the full Workshop. The issues raised included:

- .. The best available science should be used to help identify conservation priorities. The innovative survey approaches used by Conservation International are a useful model.
- .. Scientific data should be considered in the context of relevant social and political conditions.
- .. Scientists and managers should work more closely and effectively together. To do this,
  - .. both should establish mechanisms for more effective dialogue;
  - .. scientists should make their data more readily accessible to managers in a more suitable and useable form;

- .. scientists should increase the use of standard survey and monitoring techniques which can be used easily by non-specialists.
- .. Practical conservation tools, such as Population Habitat Viability Analysis and Species Recovery Plans, should be used wherever possible. In using such tools, it is important to:
  - .. have a broadly based planning team comprising scientists and other experts, field staff, representatives of local communities, and representatives of government and NGOs;
  - .. develop plans that are clear, easily understood and based on the best available information.

On the IUCN Programme, the Workshop recommended that CNPPA and SSC should work more closely together. They could:

- .. establish national groups of CNPPA and SSC members;
- .. convene joint meetings on key issues such as survey and monitoring techniques;
- .. develop joint guidelines on relevant issues, such as on how to prepare and implement Action Plans.

## Conclusions

Adrian Phillips, Deputy Chair of CNPPA, summarized the results of the Workshop. Who are the managers? It is those who take decisions, including senior policy people, politicians, people managing protected areas, and local people as managers of resources. Equally, who are the scientists? They include natural, biological and social scientists, as well as local communities, with their unique local knowledge. In discussing potential collaboration between scientists and managers, one should consider the full range of "managers" and "scientists"—rather than simply focussing on biologists and senior policy managers.

In looking for common ground, we need to be sensitive to the criticisms that scientists level at managers and vice versa. Managers are often accused of being obsessed by the short-term, not willing to look at the big picture or try new techniques. On the other hand, managers often complain that scientists are unwilling to share their results, are not always interested in conservation, that they cannot communicate and that they lack an understanding of political reality. The reality is usually somewhere between these two extremes.

The Workshop identified a number of targets, which scientists and managers should work towards.

- .. Strive for a culture of partnership, with mutual recognition of respective roles and responsibilities.
- .. Seek mechanisms to improve collaboration at every level, such as multi-disciplinary advisory committees. Reward systems and management structures need to be developed to encourage better collaboration between managers and scientists.
- .. Acknowledge limits to knowledge: there are huge gaps in biological, ecological and social knowledge. We must act on incomplete knowledge.
- .. Improve systems to identify priorities, such as global work on hotspots, regional work through the RAP approach, national work, and then species action plans. Encourage innovation and increased cooperation between SSC and CNPPA.
- .. Scientists and managers need to better understand and manage the political system and learn to communicate through the media.
- .. Draw in the human dimension. Scientists and managers must work more closely with local people and incorporate their views in decision-making.

## WORKSHOP 5

### Biodiversity Strategy and Convention

Chair: Kenton Miller

Convenors: Jeffrey McNeely and Françoise Burhenne-Guilmin

Rapporteurs: Caroline Martinet and Donna Dwiggins

The objectives of the Workshop were:

- a) to determine how IUCN Members can use the Global Biodiversity Strategy and the Convention on Biological Diversity to advance their own programmes, and, in turn, how they can support these initiatives;
- b) to explore how IUCN members can work together to develop and distribute information about the role and values of biodiversity and biological resources;

- c) to determine how IUCN members can strengthen the scientific knowledge required for policy and decision-making in biodiversity conservation;
- d) to promote the involvement of IUCN members in the preparation of strategies and action plans on biodiversity and biological resources;
- e) to advise on how IUCN can develop effective mechanisms to encourage governmental and independent action on biodiversity; and on what role the Secretariat should play.

Over 150 individuals attended the Workshop and around 20 presentations were made.

### Actions to Save, Study and Use Biodiversity

The following initiatives were described and discussed.

**The Global Biodiversity Strategy (GBS).** This provided the framework for the Workshop. Of its main recommended actions, the Convention on Biological Diversity entered into force on 29 December 1993 (see below); a Global Biodiversity Forum has been created (see below); discussions are being held on how to develop an Early Warning System; many countries are developing national biodiversity strategies and action plans as required under the Convention; but plans for an International Biodiversity Decade have been dropped as unnecessary, because so much else is happening in this field.

**Global Biodiversity Assessment (GBA).** A UNEP initiative funded by the Global Environment Facility, this aims to provide "an independent, critical, peer-reviewed scientific analysis of the current issues, theories and views regarding the main global aspects of the biodiversity issue". Designed to be a reference rather than textbook, it will be concerned with such issues as: how does one measure biodiversity in terms of species, genes and ecosystems? How may it be monitored? Is the concept of keystone species valid? What are the human and economic limits involved? The IUCN Secretariat is coordinating Section 9, on human impacts on biodiversity, and contributing to several other sections. IUCN members are invited to send material, or become chapter authors or peer-reviewers. The Assessment is due to be published by July 1995.

**Convention on Biological Diversity (CBD).** This is the first legal instrument to address the problem of biodiversity, sustainable use, and benefits from

genetic resources on a global level. Although it recognizes humanity as the custodians for biodiversity, the Convention places the responsibility of safeguarding and managing resources squarely on individual nations. However, it was noted that the Convention is not the only solution to the problem of loss of biodiversity, and it is important to recognize the links between the CBD and other Conventions. A draft IUCN Explanatory Guide to the CBD was introduced to participants as an attempt to demystify the Convention by explaining each of its Articles.

IUCN's Biodiversity Programme has established a close working relationship with the Interim Secretariat of the CBD (ISCBD). The Programme will assist the ISCBD in the preparation of future events, such as the *Ad Hoc* Scientific Committee (April 1994), the Second Inter-governmental Committee on the CBD (June 1994), and the first Conference of Parties (November 1994). It was suggested that IUCN and its members should try to influence government positions for these events by helping to clarify the issues and options for decision-makers. Concern was also expressed that many governments do not inform indigenous peoples and local communities about the Convention.

The Workshop recommended that IUCN and its members should:

- .. encourage nations to ratify the Convention;
- .. review the draft Explanatory Guide;
- .. support preparation of National Biodiversity Strategies;
- .. build biodiversity concerns into their own activities;
- .. involve indigenous peoples in biodiversity matters and promote their representation on delegations;
- .. inform governments on biodiversity issues, such as intellectual property rights;
- .. influence government positions and participate at future Convention events.

**The Proposed International Marine Conservation Network.** There is a great disparity between the attention given to terrestrial ecosystems and that given to marines ones. The Global Biodiversity Marine Strategy, developed as a step towards correcting this, had led to the recognition of the need for a network that would be a "net of workers" from the field rather than the traditional vehicle for information exchange, complementing other existing networks, such as that of the marine research laboratories. It was felt that IUCN could help best by getting people involved in the network, helping to review recommendations and set

priorities, and advising on how to establish and run the network.

**Biodiversity country studies, action plans and strategies.** In Chile, an impressive effort had been made to develop an Action Plan for Biodiversity, with scant economic resources and an unusually cooperative team consisting of six ministries, universities, institutes, industry and NGOs. But lack of public awareness, a tendency toward "territorialization" and lack of finance had been problems. In Norway, however, to avoid "territorialization", each ministry had developed its own sub-strategy, and the Ministry of the Environment had prepared a "blueprint" into which the sub-strategies would fit. The various ministries not only felt in control of their parts of the plan, but were also then responsible for bringing in their constituencies. Working with a developing country by supporting its work to develop its own strategy, in this case Indonesia, was also found to be helpful for both nations.

One speaker argued that exercises to prepare such plans and strategies are often too complex and do not match the resources available for action or the way that decisions are made. Nationally developed plans usually over-emphasize unnecessary infrastructure development and are inadequate in terms of maintenance, operational activities and training needs. If conservation managers in each country were sufficiently trained to make their own decisions, there would be little need for management plans prepared by outside experts. In China, difficulties in attempting to prepare a national biodiversity conservation plan mainly arose from power struggles, money spent inefficiently on travel, no database, minimal funding, and the slow pace in getting approvals and moving ahead.

IUCN could best help the development of such plans and strategies by:

- .. providing technical advice to enable countries to prepare their own plans;
- .. working with WRI and UNEP to prepare guidelines for biodiversity strategies and action plans;
- .. helping build national capacity for preparing and implementing such strategies and plans;
- .. encouraging governments to establish very clear, focussed, **simple** objectives for such strategies and plans; to base these on existing plans; to involve all the implementors; and to couple planning exercises with capacity-building.

**Global Biodiversity Forum.** The first meeting of the Forum had been held at IUCN Headquarters in October 1993, just before the Intergovernmental

Committee of the CBD. It was attended by over 130 people from 50 countries. Described as a mechanism for dialogue on complex issues related to biodiversity, the three themes of the first Forum were: broadening participation in implementing the Convention process; conservation and sustainable use of genetic resources; and incorporating biodiversity into public policy and law. The concept was considered a success, and the idea of regional biodiversity fora was welcomed.

The Workshop recommended that IUCN should:

- .. continue to develop and coordinate the Global Biodiversity Forum;
- .. plan and carry out, with appropriate support from regional collaborators (and especially IUCN Regional Offices), regional fora on biodiversity;
- .. seek contacts in government and other constituencies that may be able to benefit from the dialogue of a forum.

**"Countries of Ultimate Responsibility".** The World Conservation Monitoring Centre (WCMC) is developing this initiative to assist governments conserve their biodiversity by providing essential data on single country endemic species. In signing the Biodiversity Convention, nations acknowledge their responsibility for conserving the biodiversity within their borders. However, many governments are not aware of species that are found only within their borders, termed "politically endemic species". WCMC estimated that around 45 per cent of tetrapod vertebrate species, 82 per cent of the vascular plants, 30 per cent of birds, and 60 per cent of reptiles and amphibians are politically endemic.

One participant pointed out that countries rejected the making of lists and this concept could be misused politically. However, this does not preclude NGOs, for example IUCN National Committees and expert networks (such as SSC) working with governments and promoting the importance of endemic species. Although the concept is a good one for raising consciousness, not all endemics require equal action.

IUCN could assist governments and local NGOs determine and promote action on their endemic species, in cooperation with WCMC and SSC.

## Indigenous People and Biodiversity

An indigenous people's panel including members of the IUCN Inter-Commission Task Force on Indigenous People made presentations on their experiences and views. Major points made included the following:

- .. territory which comprises traditional lands is the easiest place to conserve biodiversity because it has done so for millennia;
- .. the Human Genome Project is an abomination for most indigenous people, and should be reconsidered;
- .. the principles which can result in true sustainable development are those embodied in the ethics of native cultures, and so society should align itself more closely with these ethics;
- .. dialogues among cultures are secondary to dialogue with nature, as practised by cultures which live sustainably within their natural habitats;
- .. a mutual, genuinely equitable symbiosis is needed between cultures that are "technologically poor but gene-rich" and those that are "gene-poor but technologically rich".

Biological diversity issues should be approached in a different way—by seeking greater understanding and sensitivity to indigenous people; and by quantifying and so being able to compensate or reciprocate for the use of knowledge from indigenous and local cultures.

The Workshop recommended that IUCN should:

- .. support the formation of networks to facilitate communication among indigenous people;
- .. support efforts to involve Intellectual Property Rights (IPRs) in programmes and field activities, and help strengthen the legal framework for IPRs;
- .. work toward changing the ethic which has traditionally exploited indigenous cultures in order to use their natural resources and knowledge;
- .. direct its Commission on Environmental Law to do legal studies related to indigenous people;
- .. make a greater effort to widen the application of Article 8 in Agenda 21, where it calls for equitable sharing of benefits with indigenous communities, and explore ways to carry out genuine and equitable scientific exchanges;
- .. help ensure that the CBD and Agenda 21 are not interpreted to the detriment of indigenous people;
- .. consider the negative impacts of Human Genome Project on indigenous cultures.

## Funding for Biodiversity Conservation

Conservation and sustainable use of biological resources is more expensive than "business-as-usual". It is very important to consider alternative sources of

funding to the Interim Financial Mechanism for the CBD, notably the Global Environment Facility, such as regional development banks, bilateral agencies, and the private and business sectors.

**The Global Environment Facility (GEF).** Set up by 32 governments, the Pilot Phase of the GEF was designed to create a learning experience in addressing biodiversity conservation at the levels of ecosystems, species and genes. Strengthening administration for the management of protected areas involved up to 80 per cent of the 30 World Bank projects funded with US\$ 208 million, and 13 trust funds have been established to finance recurrent costs. The World Bank is currently acting on recommendations from an independent evaluation of GEF's Pilot Phase to rectify, among other concerns, its failure to address local communities and livelihoods, to involve NGOs, to disburse funds more widely, and to implement its projects in a more adaptive manner.

Some participants expressed the view that the World Bank staff need more of an attitude change than the implementation of the social assessment guidelines it is currently drafting, and that, perhaps, social training courses could be beneficial. One participant observed that if the World Bank's policy cannot be positively affected, it should not be a part of the GEF.

The UNDP component of GEF has amounted to US\$ 270 million and their projects have mainly dealt with restoration of biodiversity, sustainable human use systems of biodiversity, and capacity-building. Although UNDP's Small Grants Facility for capacity-building has not included education so far, UNDP would be open to receiving such projects.

From an NGO perspective, the good news is that a lot of money is now available and the profile for biodiversity conservation has been raised. However, most GEF projects have been too large for effective implementation at the field level, yet too small to have any significant effect on policy. In addition, GEF should involve more agencies and allow observers in its meetings. The GEF Secretariat should become more independent and have a greater decision-making role than at present.

Several participants stressed the need for more regional projects. There was also discussion on the concept of incremental costs. Methodology for determining full incremental costs does not exist and to date, the total costs for projects has frequently been used as a surrogate.

IUCN members can help get GEF money to the ground and around the world by:

- .. becoming project implementors and interacting with the World Bank and UNDP at the field level;

- .. providing advice and technical expertise, e.g. by scientific review of projects.

IUCN itself should continue to provide technical advice to the World Bank, UNDP, and UNEP on GEF issues, and should organize NGOs at a regional level to apply for GEF funding.

**National Environment Funds (NEFs).** These could be a viable mechanism for providing continued funding for national efforts on biodiversity, to complement the GEF. So far, 22 NEFs have been set up with US\$ 350 million, which is more than that provided by the GEF. NEFs mainly work to build institutions since the intermediary organization does not implement projects but builds the institutional capacity to do so.

The concept of NEFs was well received by participants, although there was considerable discussion about defining "global benefit" and similar terms. Several participants felt a quantifiable measure of biodiversity was needed, a task that some agencies are already undertaking. Some participants stressed that a mechanism should **not** be set up where the only biodiversity that is saved is that which can pay for itself. A lively discussion indicated that this topic should be explored further.

IUCN's contribution should be to:

- .. find ways to foster dialogue and study of National Environment Funds;
- .. encourage cooperation with financial institutions such as regional and national banks;
- .. ensure that programmes funded by NEFs include "low-profile" concerns such as taxonomy, gene banks, *ex-situ* conservation, education, capacity-building and information networks;

**Economic causes of over-exploitation and the loss of biodiversity.** Norman Myers pointed to expanding human consumption as the basic cause of resource degradation, and that while there is ten times more money and expertise than three decades ago, the problems are also much worse. The one billion poorest inhabitants cause more environmental degradation and biodepletion than the other 3 billion people in the developing countries, surpassed only by the people on the top of the "global pile". The solution presented is to "get more of the poor off the land and into the cities". This would require the provision of jobs. In Singapore, for example, electronic manufacturing provides employment with relatively low rates of biodepletion. This does, however, require access to the main markets in the North. Countries could also stop giving subsidies to industries that degrade resources through forest logging, overfishing and water

contamination. Myers estimated the total of these "perverse subsidies" at \$1 trillion per year, which is quite significant when compared to a global economy of \$24 trillion. In contrast, the amount required to implement actions arising from the Earth Summit is estimated at \$125 billion per year—or the equivalent of a couple of beers a week per person in the North.

**The SCOPE Sustainable Biosphere Project (SBP).** This project will bring together scientists, managers and policy-makers to examine seven regional case studies, each based on varying situations and resource use patterns. The aim is to evaluate policies and practices which lead to sustainable ecological systems. The discussion centred on how the project would be financed, where it would overlap with the work of IUCN, UNESCO and other organizations, and how IUCN members could be involved. Also discussed was the feasibility of getting varied stakeholders in projects to come together and cooperate for implementation.

It was felt that IUCN could provide opportunities to discuss the project, seek ways to collaborate with SCOPE on a regional basis, and encourage its members to contribute to the project especially in Southern Africa and Amazonia, where the first two components are being implemented.

### **The IUCN Biodiversity Programme**

Biodiversity conservation requires a tremendous amount of activity, far more than can be done by any one institution alone. Partnerships are clearly needed, at many levels. The guiding philosophy of the Biodiversity Programme is to see how feedback loops can be shortened so that the people who make the decisions about resources also assume the consequences of those decisions. Countries themselves need to determine what their needs are: the Biodiversity Programme seeks to help governments and IUCN members understand the issues so that effective decisions and policies can be made.

Several participants stressed the need to disseminate and repatriate information, especially at the local level. The Biodiversity Programme provides most of its documents free of charge to others who can transmit information more effectively at the local level, since the Programme cannot reasonably expect to reach all of the local areas of the world.

The Workshop recommended that the IUCN Biodiversity Programme should:

- .. support biodiversity components of IUCN and IUCN members' programmes by providing information, concepts, material and publications;

- .. contribute to biodiversity activities organized by IUCN members in the regions;
- .. provide a service to develop biodiversity projects, or biodiversity components of larger projects, to be implemented by IUCN Regional Programmes;
- .. establish an Inter-Commission Advisory Body on Biodiversity;
- .. develop policies on biodiversity, for example on biodiversity and indigenous people;
- .. assist governments with identifying "hotspots" for important taxonomic groups, through regional or national biodiversity fora and with the World Heritage Convention, SSC and CNPPA.

### **WORKSHOP 6**

## **Carrying Capacity: What it is and how it can be Attained**

Chairs: Tundi Agardy, John Pernetta, Velimir Pravdic, Danny Elder

Convenor: Danny Elder

Rapporteur: Sarah Humphrey

Carrying capacity is one of the central themes of *Caring for the Earth*, one of the eight principles of which is "to keep within the Earth's carrying capacity". *Caring for the Earth* defines carrying capacity as:

"The capacity of an ecosystem to support healthy organisms while maintaining its productivity, adaptability, and capacity of renewal..."

Although the concept is very familiar, it is far from clear. The term is used in a tremendous range of contexts and may well mean different things to different people.

The objectives of the Workshop were to:

- .. review the historical development of the concept of "carrying capacity" and its application;
- .. review and discuss currently used methods and approaches for evaluating carrying capacity in a variety of environments; and,

to recommend how IUCN could incorporate concepts of carrying capacity and could apply tools to determine it in its policies and Programme.

The Workshop was divided into four sessions. In the first three sessions, eleven invited panel members from a range of disciplines made presentations on how they applied the carrying capacity concept to different research and management issues. The final afternoon session was an open discussion, predominantly led by the panel members. The workshop was attended by about 40 people.

The confusion surrounding the use of the term carrying capacity was evident from the outset: while the ecological roots of the term, which developed from the concept of limiting factors, are clear, the applications of the concept demonstrated by the case studies and presentations were mostly far from this. The limitations of the classical models developed by ecologists were also apparent.

The discussion focussed on the following themes.

### **Human Carrying Capacity**

Archaeological and historical records show circumstances in which the growth of a human population has been controlled by the availability of a limited resource—often dietary, and evidence points to the need for cultural adaptation as such shortages became apparent. However such a scenario becomes less and less relevant as human systems are opened up through communication: the transfer of resources, people, labour, and of technology and experience has effectively broken down the spatial and temporal limits to carrying capacity which constrained earlier populations. As limiting factors are removed by technological advances or communication, new factors can be seen to come into play, but arguably the biosphere is the only system where the carrying capacity concept can be applied to the human population.

The Workshop agreed that to focus on trying to define the ultimate capacity of the Earth is of little value—and may even be harmful in diverting attention from much more immediate issues. While such a figure could theoretically be derived on the basis of limiting factors and minimum basic requirements *per capita*, in human terms, the concept of limits goes beyond the science of limiting factors, and we apply different value judgements to define our minimum acceptable standards. Social and economic parameters rapidly begin to influence our choices as systems open up, and arguably provide sound reasons to control population before environmental constraints come into play. Few would like to see human populations

follow the ecologists' model of a population controlled by density dependent mortality in a limited environment.

There are some cases where the role of a single limiting factor on human population carrying capacity is important in a local or regional context. Environmental degradation becomes evident where populations approach or exceed the carrying capacity of their immediate surroundings, and a vicious circle is formed with the consequent reduction in carrying capacity. The situation may become critical in subsistence communities which are unable to purchase goods and services that are acquired by other, more commercially oriented agricultural systems.

### **Assimilative Capacity**

New approaches to impact management consider the capacity of a given environment to absorb anthropogenic stresses without permanent detrimental effects—a concept which is derived from ecotoxicology and the study of ecosystem resilience. There needs to be a transition from reductionist approaches, which look at each impact in isolation, to holistic approaches which consider the combined interaction of different stresses on the environment. The application of this concept to determining acceptable emissions of greenhouse gases is a new and complex area of study with important policy implications.

The concept of assimilative carrying capacity can be applied to the regulation of the maximum number of visitors allowed to visit a certain area at any time, or over any specified period, through an estimation of the direct and indirect impact of each visitor. Specific management goals, typically concerning the quality of the environment, along with the perceived expectations of each visitor, involve application of value judgements to the determination of acceptable visitor numbers. It was argued that carrying capacity may be an inappropriate term for this artificial capacity.

### **Living Resources and Carrying Capacity**

The Workshop considered examples of living resource management in the marine realm, where there are few, if any, deliberate attempts to alter the environment of the resource in question. The carrying capacity concept is of limited value when applied to determining the maximum stock of a species which can be maintained in a particular environment since the maximum sustainable yield is obtained from a population undergoing rapid growth—which occurs at a lower population density.



The term "carrying capacity" may be used in the context of the maximum yield of a particular resource which may be sustained in the long term (without detriment to the system). This carrying capacity can be seen to fluctuate over time, and the Revised Management Procedure (being considered by the International Whaling Commission) is an example of an adaptive management procedure of the kind needed for living resources. The collapse of certain fisheries demonstrates the consequences of overexploitation—and harvesting efforts may have to be drastically reduced to allow stock recovery. The study of large marine ecosystems has proved valuable in elucidating which parameters are driving the natural variability in carrying capacity, but this science has not yet reached the predictive stage.

In terms of contributing to human carrying capacity, conventional marine resources are unlikely to offer higher yields even if sustainable management is achieved. Unconventional resources may become economically interactive to rich and populous countries if sufficiently highly valued.

## Conclusions

Many current uses of the term "carrying capacity" are far removed from the original ecological concept—and arguably a new terminology is required to distinguish these uses. What all the uses have in common is a recognition of limits—real limits, or chosen limits toward some objective. The term "carrying capacity" needs to be qualified: carrying capacity of what, for what, and under what circumstances. The Workshop suggested that a short publication reviewing the carrying capacity concept and its different applications would be useful.

The concept of carrying capacity has an important role in IUCN's strategy and social science programmes where we are concerned with limits, as well as in the more traditional areas of conservation and resource management, where limiting factors or maximum sustainable yield are the concerns.

Application of the carrying capacity concept to management of living resources must recognize the dynamic nature of natural systems: systems in which carrying capacity is seen to vary over time through forces beyond human control, and often beyond human understanding. Management of these systems needs to be adaptive, and management interventions should observe the precautionary principle.

## WORKSHOP 7

### Changing Personal Attitudes and Practices

Chair: Frits Hesselink

Convenor: Wendy Goldstein

Rapporteur: Joy Palmer

The objectives of the Workshop were to discuss how to use education and communication as a means of changing attitudes and practice, and to recommend what IUCN could do to facilitate this. Key questions addressed were:

- .. How can education and communication be used to change the attitudes and behaviour of people?
- .. How can governments and NGOs be brought together in promoting, planning and organizing education?
- .. How can IUCN be used as a forum for the exchange of experiences on planning the effective use of education and communication?

Over 120 people attended the workshop. A total of 18 presentations were given.

### Planning and Implementation of Programmes

Speakers made presentations on NGO programmes from various parts of the world, in particular from USA, Indonesia, India, Zimbabwe and Canada, Brazil, Argentina and the countries of the Sahel. All the programmes described the lessons learnt in working with communities to change public behaviour.

Key points and issues that emerged were:

#### On the role of education and communication

- .. Education and communication **can** change attitudes and practices, and **can** encourage voluntary action.
- .. It is a challenge to integrate communications and education throughout the whole cycle of management planning and implementation, so that people are engaged in shaping the decisions throughout. The various phases require different communications approaches.

- .. Communciations and education can support the use of other instruments like law or financial incentives to bring about change.
- .. Hands-on activities are the most effective way to generate change and participation.
- .. An education and communication programme requires a four-phase cyclical approach: research, planning, implementation and evaluation. Too often education programmes only do the planning and implementation phases.
- .. Every communication strategy should be flexible and adaptable. Refine the approach from practical experience and evaluation.
- .. Too much educational work takes place in isolation. Drawing on lessons learned and networking are vital.

### **On the need for research**

- .. Research should be the first phase in designing a programme of education and communication, to understand the environmental problems, their probable causes and the reasons why people behave as they do.
- .. There is a need to develop and share research and methodology on successful environmental education programmes.

### **On the audience**

- .. Involve all parties concerned at every stage. This leads to participation, ownership, credibility and continuity.
- .. Make the education programme relevant to the lives and needs of individuals and communities. Information on its own does not usually change behaviour; linking it to personal benefit is more effective. Benefits may be improved social standing, better health or greater financial wealth.
- .. Try to understand peoples' needs and priorities so as to segment the audience and plan the best approach in each case. Understanding the community may enable the choice of intermediaries such as children as educational agents.
- .. Build long-term sustainability by encouraging local residents to participate and take the lead. It is often necessary to train effective leaders, who can communicate well with individuals in the community and with those in "power".

- .. Remember that in some cultures pragmatic factors are paramount and that ethical approaches in education are not necessarily appropriate.

## **National Frameworks**

In this session, participants considered how governments could facilitate the process of environmental education and communication. They heard about the work of UNESCO and its cooperation with IUCN, about government initiatives to stimulate environmental education in Canada and Netherlands, about governments supporting NGOs in environmental education in Spain, and about the National Landcare Program and the Great Barrier Reef Authority in Australia. They also heard from experiences in Nepal (the National Conservation Strategy) and in Zambia (the Environmental Education Programme), as well as about national government support for environmental education in Ecuador and Venezuela.

Key points and issues emerging were:

- .. Many examples of government practice around the world demonstrate the value to environmental education from national planning, networking, communication and active participation by and between government and NGOs, issues emphasized by Agenda 21 (Ch 36).
- .. Government can provide funds to stimulate action, provide back-up support for community initiatives, and facilitate the exchange of information and ideas.
- .. By coordinating efforts, governments can economize on resources and can reduce duplication of effort.
- .. Nations are at different stages in creating a government framework for environmental education; in some situations NGOs are providing the key educational influence.
- .. Without support and involvement from government and institutions, the work of NGOs all too often results in sectoral and isolated action that is hard to sustain in the long term.
- .. In many nations, it is vital to improve networks and distribution channels to handle the proliferation of information on the environment.
- .. There is a need to break down barriers between so-called experts on environmental education and other people. The key to success lies in working with people and promoting the will to collaborate.

- .. There is a need to promote cooperative environmental programmes between nations in North and South, as well as between nations within these economic regions.
- .. Various government ministries should coordinate their work, so as to integrate government policy for the environment. Wherever possible this should extend to the NGOs as well.

- .. There should be promotion of regional dialogue in education and communication through workshops and seminars and dissemination of case studies of sound research and educational practice.
- .. Emphasis should be placed on promoting and explaining the cost-effectiveness of education and communication to organizations and individuals outside CEC.

## Conclusions

In Agenda 21 Governments made a commitment to develop environmental education and communication. Yet in many countries no national efforts, funds or programmes exist. There is often a lack of know-how, infrastructure, capacity and resources. In other cases there are programmes, but they lack strategy, content or methodology.

IUCN has a major role in promoting environmental education and communication to its State members and other members, and in drawing on effective examples to prove the importance of these approaches for conservation. Based on lessons learned, IUCN can build capacity through field programmes.

The Workshop recommended that:

- .. The IUCN Commission on Education and Communication (CEC) should clarify the role of education and communication for the Union and describe how it should be integrated into management programmes. This is needed to help overcome the limited use of the instrument to create "awareness", when what is required is action that brings about change towards more ecologically sustainable living. Education and communication are the means to gaining voluntary participation in action, but to do this, people must be involved in the definition of the issues and the ways to solve them.
- .. CEC should consider setting up specialist groups to enable better networking to occur and pertinent sharing of specific expertise such as in strategic planning of communication for environmental management; research in environmental education, and national planning for environmental education.
- .. More integration of CEC expertise and support should be based on an analysis of the work of other IUCN Programmes.
- .. A development programme should be launched for CEC, which aims to enhance its effectiveness both within and beyond IUCN.

## WORKSHOP 8

### Environmental Care for Communities

Chair: Richard Sandbrook

Convenors: Patrick Dugan and Grazia Borrini-Feyerabend

Rapporteurs: Tabeth M. Chiuta and Judit Kelemen

"At the end of the day, if people—just ordinary people—do not care for their environments, how will IUCN succeed in its mission? Of course, we can have the occasional park or two, but is that enough? We have to involve a wider group than this. Unless livelihoods are developed in harmony with living environments, which is what Primary Environmental Care is all about, then we shall fail. And this level of intervention has to be based on communities." (Richard Sandbrook)

These ideas are implicit in the theme of the present General Assembly "Caring For The Earth and Its People". The objectives of the Workshop were; to review the ways in which IUCN members are enhancing the role of the communities and environmental care, and to examine how these efforts might be strengthened and expanded through the IUCN Programme for 1994-1996.

The Workshop was divided in four sessions focusing on overview of community involvement in environmental care, lessons learned, regional requirements and implications for IUCN's Programme. An introductory overview on Primary Environmental Care (PEC) set the theme. This was followed by experiences from Central America, Africa and Europe. The presentations provided brief

overviews on how communities are involved in Environmental Care, highlighting the processes in which communities organize themselves and strengthen their capabilities for Environmental Care to satisfy their social and economic needs. In session 2 six speakers presented case studies on lessons learned in applying PEC.

The critical issues raised during the presentations were:

- .. Replication, Sustainability and Conditions for Success of Primary Environmental Care (PEC) throughout the world;
- .. Methods and Mechanisms to be used in PEC; including the scope and entry points as well as networks and partnerships;
- .. How to incorporate PEC into the IUCN Mission and Programme.

Sessions 3 and 4 discussed these issues and how these can be integrated in the IUCN's Social Policy Programme and overall Mission. The Workshop was attended by about 50 people, a figure which made it possible to discuss and debate issues in one group. This also permitted a short presentation by every participant of their experiences in PEC.

Discussion was mainly on the following topics.

### **PEC Methods and Mechanisms**

Since cultures are so diverse, the case studies showed that there are numerous methods and mechanisms that can achieve PEC around the world. Many participants stressed that universal methods and mechanisms are difficult to develop, for these are influenced by culture, needs, scope and points of entry. However, the participants emphasized the importance of induced positive local participation (IPLP) through public meetings in which traditional leaders and trusted local advisors are involved. At these meetings, special participatory inquiry techniques (such as animation, etc.) should be used in explaining natural phenomena as a way of changing attitudes and to find the converging interests within the community.

The Workshop agreed that survey is a good way of entry into a community. In addition to IPLP, the participants emphasized that PEC should build on existing capacity, work with different interest groups in the community to create dialogue among the groups. Recognizing the various conflicting situations, such as legal framework problems, gender and immigration issues, participants suggested that the local people should be facilitated to solve their own conflicts. Many participants recommended that legal

and policy framework of governments can be usefully influenced by the community and their allies, in order to implement PEC.

Experiences from the various case studies indicated that the current project approach in PEC is not sustainable, and the Workshop recommended that long-term strategies for reducing donor-aid dependence were needed to build trust within communities.

Experiences from Central America in PEC proved that reflection-action-reflection strategy is the good approach to achieve the long-term goal of PEC, and this was accepted for replication in other regions.

### **Replication and Sustainability**

During the Workshop, frequent reference was made to the problems of replication and sustainability in PEC and there was a consensus that these have to be solved. The Workshop recommended that this should be done by involving local leaders in the project management group for broad-based awareness-generating, exerting political pressure, allowing the community to drive/draw the agenda, using local counterparts and employment of local people as project staff. In order to avoid the donor-aid dependency which acts against replication and sustainability, it was agreed that there has to be transparency of funding between donor, intermediaries and community, based on a continuous partnership to develop innovative financial mechanisms. At the same time, covering the basic overheads, avoidance of the massive disparity in salaries and equipment between the employees working in the centres and in the field, and increasing the prestige of working in Local Development and Environmental Care are essential. The Workshop stated that in the process of replication and sustainability, the training/education component has to play a central role. This should happen while respecting the local culture and training local trainers who can work with the community effectively. In addition, the participants suggested that an effective legal and policy framework is required to ensure local ownership of resources to achieve replication and sustainability.

### **Recommendations for the IUCN Social Policy Service**

After two days of discussion, the Workshop reached a consensus that although the core mission of the Union is nature conservation, the importance of the indigenous and traditional knowledge in the management of natural resources has to be promoted, believing that the positive involvement of local communities is

fundamental in securing long-term results. Special recommendations which formed part of the Resolutions and Recommendations prepared for the General Assembly are listed below:

1. The participants urged that IUCN should build strong partnerships with local organizations to achieve community-based conservation.
2. The Workshop recommended that a service should be developed to such organizations in terms of community-based methodologies and techniques, and a library of case studies for education advocacy and training purposes should be maintained.
3. In order to achieve the central objective of the PEC, the participants recommended that a training agenda for IUCN staff and the Union membership in community approaches should be developed and implemented.
4. Since more IUCN programmes recognized the importance of working with local communities, the Workshop recommended that the Secretariat should integrate the PEC approach with other programmes such as those dealing with indigenous knowledge, law and participation by making PEC a cross-cutting theme of the Union.

## WORKSHOP 9

### Public Participation in National Policy-Making and the Role of Strategies for Sustainability

Chairs: Robert Prescott-Allen, Nancy MacPherson, Mr Luis Gomez Echeverri, Hon. Dr H. Murerwa

Convenor: Jeremy Carew-Reid

Rapporteur: Adrian Wood

The objectives of the workshop were to provide an opportunity for:

- exchanging experience in strategies for sustainability;

- discussing the key lessons learned from experience with those strategies; and
- addressing the major issues facing strategy practitioners at present.

The Workshop covered strategies at all levels, including National Conservation Strategies (NCSs) and Environmental Action Plans (NEAPs), sub-national sustainable development strategies and local initiatives, such as Local Agenda 21 Strategies.

There were 12 commissioned papers, but the aim was to encourage contributions from all the participants. A round-table format proved effective in encouraging 20 other major contributions as well as a lively interaction of questions.

### Experience with Strategies

The presentations on the different regions of the world showed the diversity both in strategy formulation and in the issues which are now coming to the fore. Some of the main issues the speakers raised are outlined below.

In Asia, new strategies are needed quickly to ensure sustainability, now that former conservation strategies have become obsolete because of economic and social change. New strategies should be built on local knowledge, so that they are appropriate to the conditions and societies concerned. However, some external technical expertise may also be needed.

In Africa, the problem is of poor implementation. An estimated 70 per cent of the strategies prepared have not been implemented. The reasons for this is that often the strategies have been prepared as documents of analysis, rather than as action programmes. Also, their preparation has often been isolated from economic planning and other development processes. Concern was expressed over the way in which NEAPs promoted by the World Bank are being forced upon countries which already have Environmental Strategies of one type or another, or are not yet ready to develop such action plans.

In Latin America, strong political support is needed to ensure that strategies continue despite changes in governments. It is also vital to raise environmental awareness. Strategies should make this the first step, so that informed public opinion can put pressure on political leaders and ensure that environmental issues stay on the agenda. Political uncertainties at the national level in some Latin American countries may explain the emphasis upon strategies at the sub-national level.

In Europe, there are many green plans, but a major problem is getting them integrated into economic and

multi-sectoral planning. Participation is also constrained by the way in which government policies are already decided before discussions begin.

In Oceania, strategies should be supported by legislation. Again political support is essential to ensure that legislation is not only passed, but also enforced. To be effective strategies need to be practical, to act as a catalyst and to involve partnership with a wide range of actors: strategy staff alone cannot do everything!

The question of matching strategies to local circumstances, needs and capacities recurred throughout the Workshop. It was agreed that strategy development must be finely tuned to local conditions, with strategies developed at the time when countries want them and at a pace appropriate to local capacity. If strategies are themselves to be sustainable and have a long-term impact, they must not be dominated by donor pressures and must not be developed by external experts.

## **Lessons Learned**

Most of the lessons concern the way in which strategies are undertaken. It is vital to ensure that strategies are processes which lead to implementation and not documents which remain on the shelf.

The starting point should usually be a sensitization process which raises public awareness and develops a broad base of support. This is essential if a strategy is to be accepted at the political level and get the resources it needs. A clear public mandate is also essential when it comes to implementation, so that there is a groundswell of opinion behind the strategy.

Transparency in the whole process is also crucial. Information should be widely disseminated. Both the public and government officials should participate fully. This is crucial for achieving local ownership of the strategy.

Most agree that strategy processes must involve building up a consensus among the groups involved. This requires understanding problems in their context and from the perspectives of the different actors involved. Moving from these different positions to a consensus often requires the use of conflict resolution skills. Strategies are as much part of the political and social agenda as of the technical and environmental one.

One way to build a consensus is to solve problems using participative research, developing solutions which meet local needs. However, this form of participation requires a flexible schedule, which can vary with the pace involved, and so donors should not impose schedules or blueprints on the process.

The Workshop agreed that some features in strategy documents have hindered implementation. For example, some strategy documents are hard to get or difficult to read; others lack clear actions and targets; while others do not show how environmental analysis can help. To be accepted and gain political and economic support, strategies have to show clearly the benefits which their implementation will bring.

Some practitioners have neglected to cost strategy recommendations and to consider their impact on livelihoods and equity. Incentives are more likely to be effective than restrictions in encouraging action. And putting a value on the environment is crucial in helping governments and individuals make the right decisions.

Conservation and sustainable management will increasingly have to take place not on government-owned protected areas but on land belonging to individuals. Hence strategies should help to create a policy environment that encourages and enables sustainable development by a combination of incentives and restrictions.

It was felt that excessive donor pressure forces countries to start strategies before they are ready and to develop them at such a rapid rate and in such ways that they require external assistance. This undermines local ownership of the strategy. Also, changes in the world economy and in the price of export crops can suddenly undermine efforts to achieve sustainability.

And finally, one of the major weaknesses of strategies throughout their history has been the failure to develop review procedures that will generate feedback.

## **Achieving Effective Integration and Linkages in Strategies**

Much more effort is needed to integrate environmental and sustainable development strategies into the mainstream of development planning. This appears to be a widespread problem with examples quoted from Europe, Africa and Asia. Strategies often follow a narrowly environmental sectoral approach and this leads to problems in integrating the strategy into the development process and does not encourage other sectors to recognize environmental issues.

One cause of this is competition and rivalry among the agencies covering environmental issues. Institutional analysis and improved coordination is needed to address this problem. Several developing countries, such as Zambia and Tanzania, have established parastatal agencies to implement strategies; as they are outside the line ministries, these agencies may be best placed to "encourage" all ministries to accept environ-

mental considerations in their work. An alternative is to link strategies to the national planning ministry, which normally has some power over the line ministries. This has been the approach in Ethiopia with the National Conservation Strategy, which is the umbrella framework for all natural resource measures and forms part of the overall framework for national planning.

To develop and implement strategies, it is vital to build local capacity in ways which are appropriate to local conditions. The Workshop concluded that capacity should be built on existing institutions and skills, rather than new capacity developed by bringing in new structures and skills. Strengthening expertise in existing institutions, rather than duplicating these and dissipating local expertise, is the right approach.

Capacity-building should start at the beginning of a strategy process and be an integral and continuing element. Strategy work should proceed as much as possible at the pace which local capacity can support and not rely excessively on external technical assistance. Where vast strategy programmes have been set up which then require major external support, this often undermines strategies and local ownership of them by taking much of the work out of local control and being insensitive to local conditions.

Capacity-building in NGOs and the private sector is important, but is often neglected. The emphasis on government has also sometimes meant that raising public awareness has been neglected, despite the fact that awareness is essential for ensuring the mandate for strategy work. An environmental core group could be a useful way of building up a constituency supporting a strategy. Such a group or network would consist of local experts within and outside government who can advise on and contribute to the strategy process.

Where should capacity-building be done and who should be involved? Strategies must be sensitive to the diversity within countries as they try to build up a consensus concerning environmental issues. Strategies must also support capacity building at the sub-national level so that regional variations are given due consideration.

National strategies can be developed first and then decentralized to regional levels, as in Pakistan, or they can be built up from regional initiatives, as in Malaysia and Ethiopia. Deciding which approach is best depends on the character of governments, their existing capacities and the administrative arrangements in each case. The extent of decentralization and the nature of central-local relations determine whether or not strategies can be built up from the regional level or the extent to which regional interests can be given

due recognition in national strategies through the participation of regional interest groups. The nature and structure of government also influences the extent to which it is possible to include NGOs and achieve an open and participatory approach to strategy formulation.

Institutional strengthening and policy and legal development are essential to create a favourable basis for strategy development that is locally rooted. However, there must be the political will to implement the legislative and policy changes proposed by the strategy-

The Workshop also discussed finance. Several strategies have tested ways of becoming self-reliant through local taxes and other innovative funding mechanisms, such as industrial sponsorship or the use of ecotourism. In principle governments should seek ways of financing strategies that leave control in the hands of those undertaking the strategy. It was thought necessary that at least part of the cost of the strategy should come from the core government budget. External aid can be valuable, but mechanisms should be found which allow the governments or communities involved to coordinate and manage this assistance in their own way. One way of doing this is by using external aid to establish a strategy trust fund. In Jamaica, for example, "debt for nature" has been used to establish a National Parks Trust Fund and a National Environment Trust Fund, the annual interest of which is used to support environmental initiatives.

## **Participation in Strategies**

The most important output from the strategy process is not a document or plan but rather the development of awareness and capacity in people to address environmental issues and consider environmental interactions in a cross-sectoral way. This can best be done through participation.

Participation is not easy. Like capacity-building it requires flexibility in the schedule of strategy activities. A cost-benefit analysis of participation in the early stages of a strategy might suggest that the returns are negative, but in the longer term the benefits might include faster and more successful implementation and improved social sustainability of the whole process. However, delays do have their costs and a balance has to be struck in terms of achieving the optimum participation in the time available.

There are various forms of participation. For any significant benefits to be obtained through use of local knowledge and recognition of local perspectives, participation must involve more than just reactive

consultation. Instead some sharing of control and responsibilities is needed. Local groups should have a clear say in strategy activities.

An additional benefit from participation is the development of diverse perspectives on the process and its goals. In India, for example, participation has led to a greater attention to sustainable livelihoods, productivity and equity issues, all of which have made strategies more attractive and more likely to succeed. Meeting certain local priorities first should be one outcome of a participatory approach. While this may deflect away from broader strategic considerations in the short term, it will help bring local commitment and momentum to the whole process.

While welcoming increased attention to participation, some speakers warned against making a blueprint of this for strategies. Participation needs to follow different methods in order to be sensitive to the various characteristics of societies. Blueprint-type recommendations could lead to people "talking past each other" and not really communicating.

## Conclusions

The Workshop concluded that the strategy experience over the last 15 years brings both good and bad news. The good news includes the way in which strategies have helped raise environmental issues onto the agenda of governments and communities, have provided inputs into education, planning and technical development programmes and have helped develop environmental awareness and capacity among a number of government and non-governmental organizations. The bad news mainly concerns the lack of implementation and the failure to link strategies for sustainability into the economic and development planning processes. Now that the lessons of the last 15 years are beginning to be identified and learned, we can begin to be more optimistic about the future.

In summary, the lessons identified by the Workshop include the following.

- .. Strategies should be cyclical processes of planning, action and reflection.
- .. The approach should be iterative, so that the main components are repeated and involve continual feedback and review. Feedback is also needed at the global level as a new generation of strategies post-Rio and *post-Caring for the Earth* emerge.
- .. Better ways should be found to turn policy in strategies into action and to reinvigorate strategies that have lost momentum or have not moved beyond the planning phase.

- .. Much more attention should be given to developing capacity from the beginning of the strategy process.
- .. Public support has to be developed, so that strategies have a broad mandate of public support for implementation. Public support also creates a constituency which can put pressure upon politicians to ensure strategies receive the high-level backing and resources they need.
- .. Better public participation is needed in developing strategies, so that they are more sensitive to the economic, social and political contexts of the communities concerned.
- .. More attention should be paid to making strategies a permanent part of economic and development planning. This not only needs political support but strategies should also show that they have the tools and techniques, such as EIA, that can be useful in planning.
- .. Sustainable funding mechanisms for strategies are needed to give the process greater autonomy and the government or community concerned more self-reliance. Such mechanisms will also permit a longer-term perspective and encourage the ability to learn from experience.

## WORKSHOP 10

### The New International Scene and IUCN's Place within it

Chair: Sir Shridath Ramphal

Convenors: Aban Kabraji and Mark Halle

Rapporteurs: Byron Swift and Rashida Dohad

The objective of the workshop was to identify a clear strategic direction for IUCN in the future. The critical issues were:

- .. assessing the new agenda for change;
- .. how should IUCN define and relate to multilateral institutions, governments and NGOs, including its own constituency;
- .. to identify the areas in which IUCN should be involved for greatest effect;



- .. how the Union and its Secretariat should adapt itself to a new changing world situation.

The Workshop was divided into four sessions as reported on below. Over 100 people attended from a wide range of NGO and governmental organizations, with 40-50 attending each session.

## A Rapidly Changing World

The world is changing more rapidly than ever before. The world's population is increasing at an unprecedented speed, particularly in low-income countries. At the same time the relationships between population, consumption patterns and lifestyles are now seen more clearly, and inequality gaps between countries and within countries continue to widen.

The UN system cannot cope with the new realities. The power of nation States is lessening, but national governments still establish much of the environment and development framework for local communities and NGOs.

In contrast, the relative impact of the private sector, including multilateral industry, is much greater than before. The economic centre of gravity is shifting from North to South. NGOs are also becoming more important and influential, as the means to build dialogue with official authorities and catalyze the involvement of civil society in sustainable development. NGOs are also increasingly serving as implementors.

The complexity of the relationship between environment and development is better understood than before. UNCED and Agenda 21 have finally established the linkage between environment and development, and provide opportunities for pursuing environmental interests more vigorously, in a broader context, and on the basis of more thorough analysis. *Caring for the Earth* has set out a detailed strategy on how this could be done. Governments have adhered to important principles, e.g. public participation, empowerment of local communities, access to information, and the need for international monitoring of and reporting on the state of the environment.

Also, the number of actors in the environment and development field is growing rapidly, both in terms of new specialized institutions and new networks. It seems to be growing almost indefinitely, as the environment enters everybody's agenda.

The Workshop concluded that:

- .. IUCN must appreciate the new global reality and the speed with which changes are happening.
- .. IUCN must adapt its role, work programme and resource allocations accordingly.

## The Role of IUCN

The world and IUCN are at a turning point. The world has finally accepted the messages of the World Conservation Strategy and *Caring for the Earth*. The forces for integrating environment and development issues have become strong and will make it impossible for IUCN to retract and focus solely on nature conservation issues in a narrow sense. However, one of IUCN's unique contributions can be to demonstrate the necessity of conservation in the development agenda.

When the broader agenda is appreciated it becomes clear that problems and solutions differ greatly around the world. Sustainable development is not a value-free concept and is interpreted differently depending on the individual perspective and local situation. Nevertheless there are common factors and, with increasing environment awareness and increasing interdependence and interaction, there is a desired need for international leadership in the difficult realm of environment and development. IUCN can build bridges between North and South, East and West, governments and NGOs, and provide leadership based on science.

Many IUCN members pursue Agenda 21 issues, but do so primarily outside the Union. IUCN members need support for their activities, in particular for their own institutional development. Empowering mechanisms need to be explored and constraints in donor programmes understood.

The conclusions for IUCN are as follows:

- .. IUCN should capitalize on the World Conservation Strategy and *Caring for the Earth*.
- .. IUCN should explicitly promote Agenda 21, develop its programme in relation to *Caring for the Earth* and Agenda 21, and pay more attention to the broader issues articulated there.
- .. IUCN should emphasize its nature as a Union, develop its role as a forum for members for collective action and provide access for its NGO members to government by utilizing its dual membership and building bridges. It is uniquely constituted to play a leveraging role and to forge new partnerships. The alliance foundations of IUCN are particularly relevant to creating an informed NGO constituency.
- .. IUCN must become more directly useful to a wider range of its members. In light of the emerging discussion on lifestyles and responsibilities for global problems, it needs to pay more attention to action in the north. South-South exchange and South self-reliance also need to be promoted.

## Issues and Approaches

Only examples of issues and approaches could be highlighted. Environmental economics is a tool for analysing the environmental effects of various proposals for development and a powerful tool for arguing IUCN's case. Trade is a prime example of an activity with profound environmental consequences, potentially both positive and negative. The environmental effects need to be understood by the IUCN membership and the environmental side argued in both national and international contexts.

The UN has set up the Commission for Sustainable Development (CSD) to oversee the follow-up of Agenda 21, again with both national and international implications. Due to the increasing number of actors there is a greater need for advocacy and this line of action is now more likely to have a stronger impact than before. Conflicts over resource use will become more frequent and this implies the need for mediators. The private sector plays an increasingly important role on the environment and the need for a dialogue is imperative. The need for an NCS-like approach at the national level has become more appreciated after UNCED.

The conclusions for IUCN are as follows:

- .. Environmental economics should be introduced as an integral part of the work of the Union.
- .. IUCN with its members should monitor the implementation of Agenda 21.
- .. Aspects of trade and environment should be included in the work programme.
- .. IUCN should emphasize advocacy to promote the changes needed to achieve sustainable development.
- .. IUCN could provide a forum for conflict resolution.
- .. IUCN should pursue a partnership programme with the private sector.
- .. IUCN should concentrate on institutional development through active involvement and working relationships with members.
- .. IUCN should make full use of its NCS experience.

## Organizational Implications

The conclusions were that:

- .. IUCN must equip itself to deal with the broader agenda.
- .. Ways and means for internal education should be explored.
- .. The policy component of the Programme and the unit for interaction with members are vital.
- .. IUCN must retain its character as a technically competent institution and, while broadening its expertise, must not lose its expertise on natural resource issues.
- .. IUCN must establish North-South balance in its Secretariat and advisory bodies.
- .. A mechanism for evaluation of IUCN's performance is needed to provide increased flexibility to refocus whenever necessary.

# Annex 1

## Agenda adopted by the 19th Session of the General Assembly

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### Preliminary Session

MONDAY, 17 JANUARY 1994: 14h30-16h00

1. Briefing on the structure and content of the General Assembly:
  - .. presentation of GA theme and Workshop Programme;
  - .. advice about ancillary activities;
  - .. introduction to the surrounding environment;
  - .. services available for GA
2. Rules of Procedure—Discussion

### 100th Sitting of the General Assembly

MONDAY, 17 JANUARY 1994: 21h00-23h30

Opening Ceremony

### 101st Sitting of the General Assembly

TUESDAY, 18 JANUARY 1994: 09h30-12h30

1. Adoption of Agenda
2. Adoption of the Rules of Procedure following discussions on 17 January 1994
3. Appointment of Committees:
  - .. Credentials
  - .. Resolutions
  - .. Finance and Audit
  - .. Programme
4. Addresses by the partners in *Caring for the Earth*

5. Introduction of the Director General Designate
6. Introduction by the Director General of Reports on:
  - .. Membership
  - .. Follow-up to the Resolutions and Recommendations of the 18th Session of the General Assembly
  - .. Presentation of Guidelines for the Ecological Sustainability of Non-consumptive and Consumptive Uses of Wild Species
  - .. The Activities of the Union since the 18th Session of the IUCN General Assembly
7. Presentation by Mr Leif Christoffersen on the conclusions of the independent review of the IUCN Programme 1991-1993
8. Introduction by the Treasurer of Report on the Finances of IUCN in the Triennium 1991-1993
9. Approval of Accounts and Auditors' Reports for 1990-1992

### 102nd Sitting of the General Assembly

TUESDAY, 18 JANUARY 1994: 14h30-17h30

1. Work of the IUCN Commissions 1991-1993: Presentations by Commission Chairs:
  - .. Ecology
  - .. Education and Communication
  - .. Environmental Law
  - .. Environmental Strategy and Planning
  - .. National Parks and Protected Areas
  - .. Species Survival

2. Introduction of the Critical Review of Commissions and their proposed new mandates
3. First Report of the Credentials Committee
4. Special Presentation on Sustainable Development and Indigenous Peoples

### **103rd Sitting of General Assembly**

WEDNESDAY, 19 JANUARY 1994:09h30-12h30

1. Introduction by the Director General of:
  - .. A Long-Term Strategy for the World Conservation Union
  - .. Triennial Programme and Budget 1994-1996
  - .. Membership Dues for 1995-1997
  - .. Draft Resolutions and Recommendations distributed in accordance with Rule 13(2) of the General Assembly Rules of Procedure
2. Preliminary discussion on the Long-Term Strategy

### **Informal discussion groups**

WEDNESDAY, 19 JANUARY 1994:14h30-17h30

Informal discussion groups on major components of the Strategy and the Review of Commissions

- .. constituency of IUCN
- .. membership and membership needs and services
- .. communications in IUCN and marketing of IUCN products
- .. role of General Assembly, Council and Bureau
- .. role of the Commissions
- .. regionalization of IUCN
- .. financial basis of IUCN

### **Workshops**

THURSDAY, 20 JANUARY 1994 and FRIDAY, 21 JANUARY 1994: 09h30-12h30 and 14h30-17h30

Ten parallel workshops.

### **Technical Meeting**

FRIDAY, 21 JANUARY 1994:19h30-21h30

Discussion of proposed Triennial Programme and Budget

### **104th Sitting of the General Assembly**

SATURDAY, 22 JANUARY 1994: 09h30-12h30

1. Second Report of Credentials Committee
2. Discussion of the proposed Long-Term Strategy
3. Discussion of Commissions Review
4. Elections of:
  - .. President
  - .. Treasurer
  - .. Regional Councillors
  - .. Commission Chairs

### **105th Sitting of the General Assembly**

SATURDAY, 22 JANUARY 1994:14h30-17h30

1. Draft Resolutions and Recommendations: Discussion
2. Results of elections

SATURDAY, 22 JANUARY 1994:19h30-21h30

Continuation of discussions on Resolutions and Recommendations

### **106th Sitting of the General Assembly**

SUNDAY, 23 JANUARY 1994:09h30-12h30

Symposium on Conservation and Sustainable Resource Use in Argentina

### **107th Sitting of the General Assembly**

SUNDAY, 23 JANUARY 1994:14h30-17h30

Symposium on Conservation and Sustainable Resource Use in South America

### **108th Sitting of the General Assembly**

TUESDAY, 25 JANUARY 1994:09h30-12h30

1. Adoption of Membership Dues 1995-1997
2. Adoption of Mandates of Commissions
3. Adoption of Resolutions and Recommendations

### **109th Sitting of the General Assembly**

TUESDAY, 25 JANUARY 1994:14h30-17h30

Adoption of Resolutions and Recommendations  
(continued)

### **110th Sitting of the General Assembly**

WEDNESDAY, 26 JANUARY 1994: 09h30-12h30

1. Adoption of Long-Term Strategy
2. Adoption of Triennial Programme and Budget
3. Appointment of Auditors
4. Honorary Membership—Presentation of Council recommendations
5. Patronage—Presentation of Council recommendations

### **111th Sitting of the General Assembly**

WEDNESDAY, 26 JANUARY 1994:14h30-17h30

Closing Ceremony

(including presentation of John C. Phillips Medal)

## Annex 2

### List of Papers

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GA/19/94/1	Provisional Agenda and Time Schedule	Annex 5	Report of the Commission on National Parks and Protected Areas
GA/19/94/2	Report on Membership		
Addendum 1	Payment of Arrears of Membership Dues and Suspension or Rescission of Rights of Members in Arrears	Annex 6	Report of the Species Survival Commission
		Annex 7	IUCN Publications, 1991-1993
GA/19/94/3	Report by the Director General on Follow-up to the Resolutions and Recommendations of the 18th Session of the General Assembly	Annex 8	Recommendations and Other Excerpts from the Report of the External Review Team for IUCN's 1991-1993 Programme
Addendum 1	Note by the Director General on Guidelines for the Ecological Sustainability of Non-consumptive and Consumptive Uses of Wild Species	GA/19/94/5	The Finances of IUCN in the 1991-1993 Triennium
		Annex 1	Auditors' Report for the year ended December 31,1990
Addendum 2	Note by the Director General on Taking of Wild Birds for the Pet Trade	Annex 2	Auditors' Report for the year ended December 31,1991
		Annex 3	Auditors' Report for the year ended December 31,1992
GA/19/94/4	Director General's Report on the Activities of the Union since the 18th Session of the IUCN General Assembly	Supp.	Worldwide Activities Fund
			A revised version of this paper, without the Annexes, was issued during the General Assembly, entitled Addendum 1 to GA/19/94/5.
Annex 1	Report of the Commission on Ecology	GA/19/94/6	Review of the Commissions
Annex 2	Report of the Commission on Education and Communication	Supp.	Note by the Director General on The Role of the Commissions and Other Networks
Annex 3	Report of the Commission on Environmental Law		
Annex 4	Report of the Commission on Environmental Strategy and Planning	GA/19/94/7	Proposed Mandates for IUCN Commissions
		Annex 1	Commission on Education and Communication (CEC)

Annex 2	Commission on Environmental Law (CEL)	Annex 2	Background Information on Candidates for Election as Regional Councillors
Annex 3	Commission on Environmental Strategy and Planning (CESP)	Annex 3	List of States by Region as defined in Article VI, Paragraph 2 of the Statutes
Annex 4	Commission on National Parks and Protected Areas (CNPPA)		
	Addendum 1 to Annex 4: Commission on National Parks and Protected Areas: Proposed Amendments to the Draft Mandate, 1994-1996 (24 January 1994)		Addendums 1 & 2 Election of Regional Councillors
Annex 5	Species Survival Commission (SSC)	GA/19/94/15	Election of the Chairs of IUCN Commissions
GA/19/94/8	A Strategy for IUCN—The World Conservation Union	Annex 1	Biographical Information on Candidates proposed as Chairs of IUCN's Commissions
GA/19/94/9	The IUCN Programme 1994-1996	GA/19/94/16	Appointment of Auditors
	Addendum 1: Conservation in the Antarctic	GA/19/94/17	Draft Motions
GA/19/94/10	Estimates of Income and Expenditure for 1994-1996		Rules of Procedure of the General Assembly
	(Revised Tables I, II and III issued during the General Assembly)		Statutes and Regulations
GA/19/94/11	Membership Dues for 1995-1997		Information Paper 1: List of members of General Assembly Committees
GA/19/94/12	Election of the IUCN President		Information Paper 2: Election of Regional Councillors and Commission Chairs
Annex 1	Curriculum Vitae: Dr Jay D. Hair		Information Paper 3: Result of Elections
GA/19/94/13	Election of the Treasurer		General Assembly Committee Report GA/19/94/1: Report of the Finance and Audit Committee
Annex 1	Curriculum Vitae: Don D.W. Person		General Assembly Committee Report GA/19/94/2: Report of Programme Committee
GA/19/94/14	Election of the IUCN Regional Councillors		Provisional List of Participants (including IUCN staff)
Annex 1	Report to the 19th Session of the IUCN General Assembly by the Election Officer (including List of Nominations for Regional Councillors)		

## Annex 3

# Opening Keynote Address by the President of the World Conservation Union, Sir Shridath Ramphal

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### Conservation and Creation

In the name of the World Conservation Union, I acknowledge with gratitude the welcome extended to us by the Government and people of Argentina. In making it possible for IUCN to hold the 19th Session of its General Assembly here in Buenos Aires, Argentina renders a supreme service to our Organization which is, of course, a Union with global outreach to some 800 organizations including 66 States, 103 Government Agencies and over 600 of the world's leading environmental NGO's. Our appreciation of your invitation—and your support for IUCN that it signifies—is reflected in the enthusiasm with which our global membership has responded to it. Tonight, as we assemble in this Opening Ceremony, we are truly a congregation of the world.

But Argentina's invitation has a significance beyond numbers—a significance to the very cause of conservation which is at the heart of IUCN's mission, and which finds such timely expression in the theme of this Assembly "Caring for the Earth and its Peoples". It is to consider how the world can do better in caring for the Earth and its peoples that we are assembled in Buenos Aires. In facilitating our consideration of how we should respond to that challenge, Argentina makes a contribution of inestimable value. It is no mere courtesy that I begin with the most sincere acknowledgement of our gratitude.

I confess to a particular personal pleasure that we are meeting in South America; for this is my Continent: a Continent still to achieve many of its highest ambitions, but a Continent that offers the excitement of change and justifies expectation of the worthy fulfillment of its high promise. This Opening Ceremony is in fact the 100th Sitting of IUCN's General Assembly. It is therefore a landmark. That we set down that marker here in Buenos Aires is a symbol of our belief in the contribution that South America, and the wider

Latin America, can make to the conservation of our Planet's life-giving gifts.

As a testimony to Latin America's awareness of its responsibilities, let me recall the Report of the Latin American and Caribbean Commission on Development and Environment: *Our Own Agenda*. It was offered as a contribution by the region to the great global debate that reached its watershed not so far from here at Rio de Janeiro in June 1992. I was a Member of that Commission, as I was of the Brundtland Commission earlier, and I assure you that our efforts derived strength from the regional conviction that humanity must in global solidarity resolve to ensure a balance between the priorities of developing countries to combat poverty and foster economic development and environmental priorities of worldwide concern. *Our Own Agenda* looked to our particular responsibilities in Latin America and the Caribbean, but articulated a vision of the place of that agenda in the wider dialogue of all humankind—North and South, East and West—on caring for the Earth and all its peoples.

Now, with the enlightened support of Enrique Iglesias at the Inter-American Development Bank and Gus Speth at the United Nations Development Programme, the work of that regional Commission is being resumed in the context of the Hemispheric Summit proposed recently in Mexico City by the Vice-President of the United States, Al Gore—a Summit to be held later this year of the leaders of the Americas to address issues related to regional policies for sustainable development. The Commission's Report, *Our Own Agenda*, had issued the call for a compact of the Hemisphere, a compact between North and South in the Americas, as a fundamental constituent of an international framework for sustainable development. A 'New World' dialogue on sustainable development can help to lead to a compact for a truly new world. Tonight, this centenary sitting of IUCN's General



Assembly underlines that regional and hemispheric commitment to caring for the Earth and its peoples through sustainable development worldwide.

The very first words of *Our Own Agenda* were words of quotation from one of the great writers of this Continent, of this Country, of this City: Jorge Luis Borges, taken from his *Historia de la Eternidad*. They were these:

"The Universe requires an eternity ...  
Thus they say that the conservation  
of this world is a perpetual creation and that  
the verbs, 'conserve' and 'create', so much  
at odds here, are synonymous in heaven."

Those evocative words, and the profoundly perceptive sentiments they reflect, seem to have a special resonance of harmony with the theme of this Assembly. The Universe does require an eternity; Planet Earth within it needs forever the capacity to sustain life. Conservation must be humanity's perpetual mission, if we are to renew that capacity from generation to generation. It is a mission that must be constantly creative: sustainable not self-destructive, caring not careless, a mission tuned to our duties as trustees of the future as, for the present, we hold "the Earth in our hands". To conserve and to create, so "synonymous in heaven", must not be at odds on Earth.

In reality, however, they have been at odds on Earth, and never more so than in our time. Yet this is a time of heightened awareness of the thresholds we are crossing, of the dangers that loom, of our breaches of trust to the future. This moment, therefore—as we rush towards a new century, indeed, a new millennium—could be a time of choice whether Planet Earth is kept on course for a rendezvous with eternity, or allowed to spin out of orbit on an unpredictable path of destruction. It is because all here have already rejected that alternative of doom that we are assembled in Buenos Aires. For IUCN it is not "whether" but "how", it is not whether Planet Earth can look towards eternity, but how to care for the Earth and its peoples so that generations to come can look with confidence to that eternity.

IUCN has been making its contribution to the evolution of that conception, to the development of that vision. I am particularly proud that *Caring for the Earth: A Strategy for Sustainable Living* was published under my Presidency. It is, I believe, one of the seminal documents of the last 20 years. Its central message is that conservation is about the fundamental basis for human life, the determinant of the success or failure of social and economic policy, the foundation for durable politics and, most central of all, that it is about caring

for the Earth and its peoples. That people orientation has to be at the heart of IUCN's mission. Since conservation is about bringing humanity into harmony with nature, it is simply not practicable, as I stressed at Perth, to ignore the impact on conservation itself of the social and economic condition of the human species. That reality bears directly on all our work for nature. It is implicit in our caring for the world, all the world, the Earth and all its living resources—very specially its people.

When in December 1990, I accepted the honour of the Presidency of IUCN I did so with a measure of humility because, as I acknowledged, the triennium ahead presented challenges to our human society of the most enormous magnitude. In my Closing Remarks to the Assembly at the Final Plenary Session, I ventured a particular reflection which I would like to recall. It was to this effect:

"It follows (I said) that we must be fearless. If we are clear that the world community is heading for disaster, it is our duty to speak out; we cannot be constrained to silence for fear of giving offence to those in authority—whether governments or other establishments. Correspondingly, if we believe that positive action to encourage people to limit the size of their families is an essential part of the ethic of care for future generations, then we must say so—though we know there are those with whose beliefs such an injunction will clash. If we are clear that the world economic system functions through the exploitation of one section of humanity by another, we have to criticize it—though this is not the path of easy popularity. If we believe that it is impossible for humanity to live in harmony with nature without some redistribution of people around the world, this too we will need to say—deeply unpopular though its implications will be. We have to face the logic of our convictions and announce them with clarity and commitment. That is what the world, the professional world, and the steadily caring world of informed and concerned people, expect of IUCN.

Yet, we must not, at the same time, be arrogant or strident. Humanity is culturally diverse and there is much we have to learn from the traditions of ancient people and from groups that are now ethnic minorities. We should never be so committed to our own views that we have no time for the respectful study of the views of others.

In discharging my functions as your President, I shall endeavour to be guided by these principles, among others."

I have endeavoured in my Presidency to be guided by these principles. I believe it is supremely important that IUCN should continue to live by them. It is in that context that from all the many matters that will engage your attention and in some respects rising above them, I offer the reflections that follow.

As we approach the 21st Century, I assume we can start with some agreement, namely:

- .. that, over the aeons of time, our human species has been unwittingly, unevenly, but with quickening intensity unravelling the fabric of Earth's surface, its biosphere, and its enveloping atmosphere;
- .. that, in the process, we have not only imperilled existence everywhere but committed generations just born and to come to an increasingly problematic and uncertain future;
- .. that our generation, as custodians of the present and trustees of the future, must take responsibility for our acts and for their impact on the Earth;
- .. that, with awareness of our human species as a part of nature, not apart from it, we must abandon arrogance and adopt humility, living in harmony, not contention with nature.

Despite the fact that there is change all around us, some factors are unchanging. We have only one Earth. Our science may increase its bounty and our husbandry may make its resources go further, but its capacity to support life cannot be indefinitely extended. If life on Earth is to be sustained, we shall have to care for the planet, and share it, better than we have done.

It will require a later historical judgement to assess the real impact of the Earth Summit; but some matters that will bear on that assessment are already evident. 'Rio' will certainly symbolize the time when humanity reached a historical watershed where fundamental changes on environment and development were unavoidable. In the longer perspective of history that must undoubtedly be the primary judgement: that, at Rio, humanity reached a turning point and began, however uncertainly, the journey towards survival. In that respect, the Earth Summit was historic achievement and the entire UNCED process was a service of great worth.

Yet, when at the end of the Summit, Mrs Brundtland said that we had taken neither a small step nor a giant leap, I understood her. The wide acknowledgement, for example, of the role of development was not a small step. The case, so cogently urged in *Our Common Future*, for the link between environment and development, became (despite early resistance) a basic premise of Agenda 21. That is no small gain.

However, no giant leap at Rio. UNCED's achievements might have been larger in virtually every area: in the Rio Declaration, in the Conventions on Climate Change and Biodiversity, in Agenda 21, on the issue of resources. Despite the recognition of the peril at hand, there was failure at the political level to make a wholly credible response.

But more worrying than disappointment is the prospect that some of the resistances that produced those disappointments may persist. The insistence, for example, of a few oil-producing countries that the final documents should not give prominence to "new and renewable sources of energy" signalled the existence of dangerous alliances in the world against sustainable living. Such alliances eventually imposed on the UNCED process silences on such critical issues as consumption and population—what were to become the 'no go' areas of Rio. Such silence must be broken.

In an unprecedented joint statement in 1992, the Royal Society in Britain and the National Academy of Sciences in the United States issued a warning in terms that demonstrate just how dangerous silences could be:

"If current predictions of population growth prove accurate (they said) and patterns of human activity on the planet remain unchanged, science and technology may not be able to prevent either irreversible degradation of the environment or continued poverty for much of the world."

We exultate in the good news of science, but studiously ignore the bad news—even when it comes from the scientists themselves. And that 1992 warning was not very different from the conclusions reached in *Caring for the Earth* in 1991 in language very apposite to the theme of this Assembly:

"Human impact on the Earth depends both on the number of people and how much energy and other resources each person uses or wastes ... Sustainability will be impossible unless human population and resource demand level off within the carrying capacity of the Earth. If we apply to our lives the rules we seek to apply when managing other species, we should try to leave a substantial safety margin between our total impact and our estimate of what the planetary environment can withstand. This is the more essential because while we know that the ultimate limits exist we are uncertain at exactly what point we may reach them. It is important to remember that we are seeking not just survival but a sustainable improvement in the quality of life of several billion people."

As we ponder the implications of globalization of our onslaught on nature, these timely warnings from *Caring for the Earth* demand the special attention of this Assembly. We will not discharge our duty of care to the Earth and its people unless we heed them.

The latest medium projection by UN demographers has world population, now 5.5 billion, touching 10 billion by the middle of the next century, continuing to grow for another hundred years or so before levelling off at about 11.6 billion. In the high projection, the numbers would swell by another two or three billion before peaking.

Economic development and rising prosperity were the primary means of achieving the demographic transition in today's industrial countries. Reducing poverty, improving health and education, raising the status of woman and enlarging their opportunities: these are the conditions in which couples in the developing world will voluntarily seek a lower number of children—of surviving children. Development—especially social development—is still the key to the demographic transition.

It is therefore a cause for disquiet that at this time development assistance should be stagnating and development cooperation weakening. Furthermore, the distribution of assistance remains grossly skewed and influenced by political and commercial considerations rather than those of development or need. The ten countries, for example, that contain three-quarters of the world's poor receive only a quarter of global development assistance. And only about six per cent of bilateral assistance from industrial countries is earmarked for such human priority concerns as primary health care, basic education, safe drinking water and nutrition.

The weakening of the opportunities for development beyond aid is even more inexcusable. Protectionism is a fact of economic life for developing countries. Despite all the talk about free trade and the insistence on developing countries opening up their markets, the United States and the European Union in particular have adopted a kind of apartheid double-speak, in their range of right-sounding trade wrongs: 'orderly marketing arrangements', 'voluntary export restrictions'. There is now a second generation of these perverse labels: 'managed trade', 'results-oriented negotiations', 'European preference', 'social dumping', 'strategic industries'. So how does the Third World export, how does it sell, how does it develop in ways which encourage the demographic transition? The ending of the Uruguay Round does not in itself provide the answer.

The matter of financial resources for development is particularly relevant to the implementation of

Agenda 21. At the Earth Summit, there was no firm commitment of "new and additional resources". The question of resources from rich countries—the 20 per cent of the resources required to catalyze the much greater contribution from the poor themselves—was deferred; at best for consideration by the rich among themselves; at worst, *ad infinitum*. Agenda 21 was agreed, but in effect made subject to the provision of resources. Most of the resources for development are generated within developing countries themselves; but there is often a gap to be plugged by external help if development is to succeed. Major industrial countries, which happily spent trillions of dollars on military security—much with dubious cost-effectiveness—now gag at the prospect of spending a small fraction of those sums to achieve greater global security through development.

The logo of UNCED depicted the Earth 'In Our Hands'. It asserted that sustainable development required a shared effort by all the world's people, a partnership for survival. The partnership, of course, is not between equals. Developed and developing countries are unequal in responsibility for getting it wrong and in capacity for setting it right. Aristotle instructed us a long time ago that equity between unequals requires not 'reciprocity' but 'proportionality'. Proportionality must be the ethical touchstone of the role of developed and developing countries in their partnership of survival through sustainable development. And, proportionality requires a significant effort from the rich in precisely such linked areas as poverty and population.

Why should we be concerned about a population explosion? If we are, as we believe, the best thing that has happened to the Planet, why shouldn't more of us be ever welcome? The real reason for our concern is sustainability—the sustainability of life on the Planet. In scientific terms, it is described as Earth's 'carrying capacity'; it is our impact on the biosphere through what we use and what we waste. When we ask whether Planet Earth can sustain double its present human population, the answer has to do with consumption. If we continue to draw from nature at the rate we do today—if we continue to consume at today's level—such a doubling may not be sustainable. Remember the words of the British and American scientists: "*If current predictions of population growth prove accurate and patterns of human activity on the planet remain unchanged, science and technology may not be able to prevent either irreversible degradation of the environment or continued poverty for much of the world.*" "If... patterns of human activity on the planet remain unchanged": they were talking about 'consumption'.

Estimates vary as to the consumption of the rich and poor in the world. The British ecologist Norman Myers has written, "The average British family comprises two children, but when we factor in resource consumption and pollution impacts, and then compare the British lifestyle with the global average, the 'real world' size of a British family is more like 15-25 children". In UNDF's 1993 Paul Hoffman Lecture, the President of the Population Council, Margaret Catley-Carlson, reckoned that "every child born in the North consumes over a lifetime from 20 to 30 times the resources and accounts for 20 to 30 times the waste—year in and year out—of their counterparts in developing countries". On the basis of the lower end of this estimate, the 1.2 billion people of the North could be taken as the equivalent, in relation to consumption, of 24 billion people in the developing world. This means that the people of the North already impose on the Planet the burden of a century of the unborn of the South.

The silence on consumption at Rio was the silence of guilt; and, beyond guilt, a forlorn hope that if decisions can be deferred long enough, and solutions sought in other directions, changing the lifestyles of the rich may not after all be necessary. But silence does not change reality and the hope of eternal deferment is a forlorn one. What is not a valid assumption is that changing lifestyles necessarily implies a diminishing quality of life. It might, in fact, involve for many the very opposite.

Future generations in today's industrial societies—whose large cities like those everywhere stand for mindless materialism, for a lack of morality and basic values, for street children, drug addiction, squalor, violence and alienation—may be more ready than we think to change their lifestyles in the interest of survival with a higher quality of life. Silence about consumption is a silence the human species cannot afford.

Mr President, you summed it all up in memorable language when you wrote in the welcome message you extended to IUCN:

"We are also convinced that the time has come to put an end to the false dichotomy between development and conservation since only an adequate proportion of both values can offer a stable future.

Both poverty, with its demanding needs, and wealth, with its compulsive habits, lead to

unsustainable practices and lifestyles which exhaust the world's resources and are an assault against the rights of future generations".

That brings us to enlightenment. It is enlightenment that precedes change and shapes it. This surely should give us hope, since it is our cerebral gift most of all that sets us apart from other species. The same capacities that have borne the human race to great peaks of achievement have allowed it to adapt in the face of threats. But as change must be driven by reason, so it has to be guided by ethics as well. Unless it is, we will not be true to ourselves or to the generations that follow us.

I recall Barbara Ward's quiet assertion: "We are either going to become a community, or we are going to die". Without a sense of human identity transcending national loyalties, without an acknowledgement of others on the planet as fellow countrymen and women, without a conception of the world as one human community, without the vision of a world beyond frontiers and sovereignties, we are unlikely to summon up the will to act together to find our way and save our human species.

So let me end where I began—with a reiteration that IUCN can play a leadership role if it remains true to itself, remains genuinely global in character, neither of North nor of South, of East nor of West—but consciously of all of them—and is fearless without apology in insisting that all governments and peoples join in a genuine partnership for survival. We must be dedicated to doing more than tinkering with symptoms, dedicated to tackling causes with imagination and resolve, always mindful of the unity between conservation and creativity. The great American naturalist Henry David Thoreau once wrote:

"Not till we are lost, in other words not till we have lost the world, do we begin to find ourselves and realize where we are and the infinite extent of our relations."

It is time to find ourselves and realize where we are and the infinite extent of our relations.

May this 19th General Assembly of the World Conservation Union help both the Union and the world to do so.

## Annex 4

# Opening Address by His Excellency The President of the Republic of Bolivia, Lic. Gonzalo Sanchez de Lozada

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Some weeks ago, I received an invitation from Dr Martin Holdgate, Director General of IUCN, for Bolivia to become a State member of this important institution.

I wish to express my gratitude for this invitation and personally convey our acceptance and desire to share in the efforts of this great Union, which endeavours to safeguard mankind's future by preserving nature.

Bolivia is one of the world's poorest countries, and obviously, being so poor, we cannot await assistance from the rich countries. We must act now because we are aware that the poverty in our country is closely related to the destruction and degradation of the environment and our natural resources, such as water, soil and air.

We are also aware that nature and destiny have granted us a divine gift: our country is situated in the Andes, and forms part of the Amazon region and the River Plate system. As a result, it contains numerous ecosystems entrusted to us by Creation, which we have a duty to protect for our children and the children of mankind.

Aware of this, the State of Bolivia introduced a new system of government: the previous 17 ministries and 8 ministerial institutions have been reduced to 10 ministries. The Ministry of Planning and Coordination has been changed to the Ministry of Sustainable Development and the Environment, and given the utmost importance. We have also transformed the Economic Development Council, the purpose of which was to develop the country and thus eliminate poverty, into the Council for Sustainable Development.

We have realized that, given our present scant resources, development is impossible without the following:

Economic stability, which we have been able to achieve through great efforts and sacrifice, overcoming the hyperinflation that was impoverishing people. Although necessary, this is still not enough.

We need growth, investment and development because our people need jobs. Not only is there a need to survive, there is also a need for dignity.

However, none of this is possible without education and without health. In view of our scarce resources, we will not be able to attain these goals without popular participation. We need the help of the people to restore the harmony that existed between our ancestors and nature. Such harmony can only be achieved if the people participate.

No State, assistance or organization is able to create the awareness or the conditions needed to repair the damage suffered by nature, unless the people as a whole are concerned and participate in environmental protection and sustainable development.

We are regaining lost techniques from the Incas, the Aymaras and the Guaranis, who form the majority of our population. These techniques are being recovered and taught and we are learning from these very people in our country that are questioning a development dynamic that came from outside and re-discovering a truly transparent dynamic that respects air, wind, water, their purity and, above all, the earth and its fertility.

We do not believe that we are going to achieve miracles in our country, but we are all aware that a very long journey always requires a first step. We believe that our acts, our efforts and our determination may serve as an example, possibly because people will listen and heed examples rather than just empty words. We feel that we will not have time to receive assistance from other countries because charity comes late, if at all, and in unsatisfactory form.

Only the poor can save our planet, because the rich have too much time to worry about the future, whereas we are living the future that is already here. We are not pleased about what is happening to the world, our people and our poverty.

I therefore feel honoured to deliver this message on behalf of the people of Bolivia, a people that is doing a great deal and at the same time very little, but that is making enormous efforts to come closer to nature and preserve it, in order to change the destiny of our children and of our children's children.

Thank you very much.

## Annex 5

# Opening Address by His Excellency the President of the Republic of Argentina, Dr Carlos Saul Menem

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I would like to start by saying how grateful and very proud I, as an Argentine, feel at the fact that our country has been chosen as the venue for this conference.

The environment is not only one of the issues of global concern, it is the central issue that mankind should be addressing. It is no accident that the theme of this event is "Caring for the Earth and its People".

The subject and beneficiary of this veritable environmental crusade is man, not as an abstract entity, but as a concrete and historical reality. That is why we speak of the human environment, in terms of people's daily surroundings and quality of life and as a commitment to future generations.

This challenge we face today will determine the perpetuation of species over time, including our own species and our civilization. Such a crusade cannot be conducted by a single country or by a partial association of countries. It requires us to consider ourselves as a global village, as an integrated whole.

More than 20 years ago, General Peron detected the first signs of what brings us together today, when he said that "Mankind must stand up and defend itself".

The universality of the environmental problem does not allow us to shrug off our responsibilities.

In the Argentine Republic, the environment has been and is now an absolute priority for my Government, as is shown by a great variety of actions.

Firstly, we set up the Secretariat of Natural Resources and Human Environment, with functions and capacities unprecedented in this country, answerable directly to the President.

We have signed a federal environmental pact, establishing a focal point for national and provincial policies on the environment.

In February 1992, together with our sister nations in the Southern Cone, we signed the "Canela Declaration".

We are promoting a comprehensive body of legislation that will put the force of law behind policy implementation.

In addition, and in order to confer constitutional status on environmental priorities, we facilitated discussion by amending our National Constitution.

Sisters and brothers, this commitment by Argentina requires a broad vision, which we would describe as universalism. It also obliges us to work within the framework of our national reality, as a part of this universal reality.

It also makes us think of ourselves as a region. Our continent possesses the greatest biological diversity on earth. The Amazon basin, the River Plate basin, the Andean range, Antarctica, the Atlantic and the Pacific Oceans are common denominators that necessitate concerted policies and efforts.

These are among the issues that led us to start working towards regional integration, as demonstrated by the dialogue that took place today between the six Presidents of the Southern Cone nations. This is also confirmed by our active participation in Mercosur, which is becoming increasingly environment-conscious.

During this year, 1994, we will spare no effort to promote the activities I have mentioned. And in order to get the year off to an active start, I am pleased to announce to this Assembly that this week we are establishing the "El Leoncito" nature reserve, an area of 70,000 hectares of protected land, containing several ecosystems in the Province of San Juan, which now comes under the jurisdiction of the National Parks Administration.

Sisters and brothers, our active participation in "Eco 92" was a further demonstration to the international community of our commitment to life.

In this renewed debate more than just national and global environment policies must be addressed. We

also urgently need to focus on the essential sustainability required for the harmonious development of our civilization.

When my turn came to speak at the Rio Summit, I said:

"Both poverty with its pressing needs and wealth with its compulsive consumption habits lead to non-sustainable practices and lifestyles that deplete natural resources and undermine our future capacity."

The whole world is already starting to think about sustainable development—ecological sustainability, social sustainability, economic sustainability, political sustainability, and cultural sustainability. In short, a new way for man to live with nature and a new way for men to live with other men. I know that this meeting is an opportunity to foster the idea of a new model for civilization that will maintain the harmony of the planet.

Sisters and brothers of the environmental movement, from the bottom of my heart I would like to congratulate all the participants in this Assembly and to welcome foreign delegates.

I have chosen to be brief, mentioning only some concepts, because I came to this gathering more to listen and to learn than to speak, to try to find, with you, new roads that would lead us to a world that is not attacking itself. A world that will achieve, in the field of the environment, the same cooperation and integration that now exists among nations in the political and trade areas.

Little by little, the age of wars has been left behind us. We deserve, then, to be able to leave behind the war against nature which is actually a war against ourselves.

I know that this is the kind of meeting that leads us along this path of peace with intelligence.

I thank you very much and convey my warmest greetings to you.



## Annex 6

# Speech by the Executive Director of the United Nations Environment Programme (UNEP), Elizabeth Dowdeswell, read by Professor Reuben Olembo

It would have indeed been a great honour for me to have been able to attend the deliberations of the IUCN General Assembly in Buenos Aires today. My other important engagements, however, have prevented me from doing so. Nevertheless this does not change my sense of support and partnership in your endeavours. I shall be keenly following the trends of your deliberations and await your decisions on IUCN's programme for the next three years.

Let me at the outset wish you all a very happy new year. The beginning of every year is the time when one takes stock of one's achievements and failures in the past year, re-affirms one's commitments and charts new vistas for the future. I wish you all the best in your deliberations.

1994 will be a period of transition in IUCN in more ways than one. Dr Martin Holdgate will be relinquishing charge as the Director General after years of distinguished service. Dr Holdgate's stewardship of IUCN coincided with a period of great change during the post-UNCED period when the organization was attempting to not only sustain its unique position, but was also defining its niche in the global environment movement. We, in UNEP, greatly appreciate your role in steering IUCN towards a new direction in the post-UNCED period. We congratulate you, Sir, and hope to carry on the partnership with IUCN—a partnership that you so assiduously nurtured—in concert with your distinguished successor.

The post-UNCED era has been a period of transition for both our organizations as we re-assess our strengths and weaknesses, analyze our structures and responsibilities to see whether we can prove equal to the challenges and opportunities that the Rio Summit has brought to the fore.

In UNEP we asked ourselves that, though in the period spanning 20 years from the Conference at Stockholm to the Rio Summit we had played an impressive role in building environmental awareness

and integrating environmental and developmental concerns, did we, if we were to contribute to the implementation of Agenda 21, have clear priorities for action and more than that, resources to deliver results?

I know the questions in IUCN were no different. You were faced mainly with the challenge of maintaining your unique identity and the task of implementing the nature-people linkage which *Caring for the Earth* so well espouses. You had also to see how your current and new activities could fit in with the new priorities of your partners and those of the National Governments in the context of the decisions of UNCED.

The manner in which you have gone about your task bears close similarity with the way in which we are redefining our objectives.

You are in the process of defining your mission, which states as follows:

"The mission of IUCN is to influence and guide societies throughout the world to conserve the integrity, productivity and diversity of nature and to use natural resources appropriately and sustainably".

Our proposed mission reads as (and I quote): "To provide leadership and encourage partnership in caring for the environment by inspiring, informing and enabling nations and people to improve their quality of life without compromising that of future generations".

The distinguished audience would not have failed to note two key words in our mission: "partnership" and "caring" for the environment. Are they not symbolic of our desire to continue and strengthen our relationship with IUCN?

You have identified IUCN's strength as being its global network of scientific expertise in conservation sciences, its unique system of commissions and its "hybrid" membership base. You plan to make IUCN a mission-based, constituency-driven organization.

You have also realized that in your endeavour to implement the principles and priority actions of *Caring for the Earth* you would need to collaborate with your partners more intensively and systematically.

In UNEP we have reached similar conclusions. We have identified "Capacity Building", "Catalyzing responses to Environmental Issues" and "Sensing the environment" as our priorities for action. We have adopted the "Results Management Approach" to focus the staff and programmes in UNEP on achieving results in line with the organization's mandate and capabilities. We have also realized the imperative need of forging partnerships in carrying our programmes forward.

The point that I wish to make in my statement today is that we have to transform ourselves to meet the challenges of the new situation.

The mandate and programmes of our organizations enable us to make a valuable contribution to the implementation of Agenda 21 and *Caring for the Earth*. Our specific strengths complement each other. Each has distinct advantages that can be brought to bear on the implementation of Agenda 21 and *Caring for the Earth*. Several common interests exist in our programmes—biome management, implementation of biodiversity and related treaties. We also have commonalities in our programmes for integrating environmental concerns in policy planning, analytical tools, institutions and legislation. These areas will need to be strengthened further.

Mr President, Agenda 21 and *Caring for the Earth* are fully compatible and complementary. If Agenda 21 is an exhaustive, comprehensive articulation of actions to be taken by the National Governments and other organizations to promote sustainable development, *Caring for the Earth* presents a holistic view of the linkages between environment and development, providing a conceptual and philosophical framework for their integration. *Caring for the Earth* builds on the widely accepted principles of the World Conservation Strategy, going beyond the conservation of natural resources and biodiversity to cover economic, socio-cultural, ethical management and governance questions.

You would agree that both Agenda 21 and *Caring for the Earth* address the same general issues in a somewhat different manner, from a different perspective and level of detail. The report of the Joint UNEP/IUCN/WWF task force on Follow-up to *Caring for the Earth* states as follows:

"It becomes clear that the pursuit of sustainable development is such a complex task, that no one answer or framework will suffice—there is indeed a legitimate place for variety. Each step that goes

to a higher level of detail and specificity reveals the myriad approaches, programmes, legal instruments and supporting systems that can be brought to bear and that must be considered".

We entirely agree with this view. We reaffirm our intention to continue collaborating with you in the implementation of *Caring for the Earth* and the World Conservation Strategy, as we expect yours in the areas concerning UNEP in the implementation of Agenda 21. The manner in which each of the partners will participate in the follow-up will be determined by the place and priority these documents have in each of their overall programmes and last, but not the least, their financial commitments.

UNEP and IUCN have existing areas of cooperation. *The World Conservation Strategy: Living Resource Conservation for Sustainable Development and Caring for the Earth* are the result of efforts put in by our organizations along with WWF.

The World Conservation Strategy defined the objectives of conservation as being the maintenance of essential ecological processes and life-supporting systems, preservation of genetic diversity and sustainable utilization of species and ecosystems. The World Conservation Strategy opened a new chapter in Conservation Planning. It pioneered the concept of National Conservation Strategies. IUCN needs to share its unique global experience in formulating National Conservation Strategies with its partners.

Another important landmark in the area of environmental concern is the World Charter for Nature which was adopted by the United Nations General Assembly in 1982. The fourth general Principle of this Charter perhaps expresses best that delicate and complex balance essential to the conservation of what is left to us of the planet's biological treasure-house. The principle proclaims that "ecosystems and organisms, as well as the land, marine and atmospheric resources that are utilized by man, shall be managed to achieve and maintain optimum sustainable productivity, but not in such a way as to endanger the integrity of other ecosystems or species with which they co-exist."

Another milestone in our cooperation is the preparation of the Global Biodiversity Strategy in cooperation with the World Resources Institute. Most recently, UNEP and IUCN have cooperated with WWF and the World Bank to produce the Global Marine Biological Diversity Strategy. We have also cooperated in compiling the Global Biodiversity Report—the first comprehensive survey of the status of the Earth's living resources.

You will be pleased to learn that as a measure of our continuing support to the implementation of *Caring for the Earth*, we have supported IUCN's workshop

programme for this General Assembly of ten workshops to allow an in-depth analysis of some of the key issues arising from both *Caring for the Earth* and Agenda 21.

I understand that workshops are a well established and highly valued feature of the IUCN General Assemblies. They allow delegates, members of commissions and invited guests to participate in discussions about aspects of the work of the Union, to contribute from their own experiences, and to benefit from that of others. The subjects of these workshops cover a wide range of environmental issues. From exploring the interface between ethics and law, defining sustainable development, exploring means of implementing biodiversity strategy and convention, the workshops will also be discussing the manner in which personal attitudes and practices could be changed and national policies formulated to ensure closer involvement of people.

We consider these workshops to be very important. It is the first opportunity for the IUCN family to consider the implications of all that was discussed and decided by the UNCED in Rio. It will be in fact the first time the General Assembly will be meeting after the launch of *Caring for the Earth*.

The decisions of the Rio Summit present us with challenges as well as opportunities—opportunities to take a leading role in bringing about sustainable development. We have a three-pillared edifice in place: principles of action symbolized by *Caring for the Earth*, repertoire of priority actions exemplified by Agenda 21 and practical means of facilitating accurate and effective decisions—symbolized by our mutual and complementary strengths. We have only to start building on these pillars in a spirit of cooperation and mutual trust.

I would like to once again wish you all the best in your discussions.

## Annex 7

# Opening Address by the Director General of WWF International, Dr Claude Martin

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I highly appreciate the opportunity to address a few words to you, as a representative of the three partner organizations in *Caring for the Earth* (CFE) and as the new Director General of WWF-International.

This General Assembly is the first after the launch of *Caring for the Earth* and UNCED—events that left the world with useful agendas, but at the same time with considerable doubts about the commitment to necessary change. When crises in parts of Africa, Bosnia and Eastern Europe and the recession in many countries are occupying the minds of people and the attention of political leaders, it is crucially important to maintain momentum.

In such times the danger prevails that social and economic developments are disconnected from the resource base and environmental contexts. It is critical that the commitment by governments to integrate sustainability into socio-economic decision-making through Agenda 21, the Conventions on Biological Diversity and Climate Change soon materialize and it is unacceptable that in some cases commitments have simply resulted in relabelling existing development aid without increasing levels.

In late December the conclusion of the Uruguay Round made headline news. Yet little was written about the failure of the GATT negotiators to incorporate an Environment Committee into the new and powerful World Trade Organization. This omission is a sad commentary on the international community's commitment to implement the Rio Agreements and a challenge to the whole environmental movement to rectify the situation before the Round is formally signed in April.

The preparatory process for UNCED echoed CFE in pointing out to the world what needs to be done in order to achieve sustainable development in terms of "improving the quality of human life while living within the carrying capacity of the ecosystems which support life". But maybe CFE's modern and practical

definition of "sustainable development" was published rather too late to become the accepted, official basis for the UNCED process—a process which remained largely based on the earlier definition of the Brundtland Commission, with its obvious limitations.

It is reassuring, on the other hand, that both the European Parliament and the Joint Assembly of EEC-ACP States have already officially adopted the CFE definition of sustainable development as their central policy guideline. The President of the European Commission, Jacques Delors, has also acknowledged that "the current model of development is exhausted" and that social and ecological components need to be integrated into economic planning. For the time being these remain declarations of intent.

Few people have realized that conservation is not a technical, but a social problem. World societies are losing their ethical and cultural roots, replacing them fast with consumptive ambitions and ultimately lifestyles. Conservation must therefore become, and be seen, as a people affair—as CFE pointed out—and not just a concern of experts. Their job—our job—is to make conservation issues transparent as a social problem, to let people participate in finding solutions and make conservation far more relevant to those who cause the problems and to those that suffer under them.

Thus, the recommendations of CFE are still highly topical and relevant, but the basic message, especially in terms of its ethical approach and its definition of sustainable development, needs forceful reaffirmation.

On the basis of an analysis of CFE, the WWF Family has undertaken a review of its own programme priorities and defined the areas in which the organization can make the greatest contribution to conservation worldwide. WWF's Global Priorities to the Year 2000 are now being translated into concrete programmes at a national and international level. We

will focus policy promotion work on the principles of sustainability and press for their integration into regular socio-economic analysis and decision-making. We will also give high priority to promoting the practical application of the Conventions on Biological Diversity and Climate Change.

National accounting is one of the most important areas where the value of nature and natural resources needs to be internalized. Since the publication of CFE much has been said and written about carrying capacity. It is clear that a great deal of work remains to be done in defining precisely what this means and in developing evaluation methods. While this work is essential, I believe we cannot afford to await its outcome. It is crystal clear that the earth's capacity is already being exceeded in many areas through wasteful over-consumption. The challenge facing us all is to reduce consumption levels now before the science and methodologies are complete. Otherwise future generations will find our efforts have been tragically academic.

IUCN has developed a Strategic Plan for the Union which takes account of CFE as the underlying global strategy. This plan emphasizes IUCN as a Union and the role of the IUCN Secretariat as a facilitator and animator of the Commissions and its memberships. I highly value this approach of IUCN, but it also means that this General Assembly cannot afford to return to

"business as usual". It must discuss the issues that CFE and UNCED have raised and report back to the world community what is happening—or not happening. Thus, the General Assembly could indeed initiate the monitoring mechanism mentioned in CFE, reminding the world of the continued and increasingly acute need to closely link development in the poor as well as the rich nations with conservation.

The workshop programme has been designed to allow the IUCN membership to discuss the central issues addressed in CFE and Agenda 21. I personally wish that its results could be seen as a forceful follow-up to these agendas and a practical means of forging the many partnerships necessary to steer the world's societies onto the track of environmentally sound development.

One of the strengths of *Caring for the Earth* is that it sets targets for its implementation. No one organization, government, or international organization can reach these targets single-handed. The partnership of IUCN, UNEP and WWF must therefore continue in the post-UNCED area with a focus that is action-oriented. Never has the need for coordinated effort and partnerships been more crucial. By working together to achieve CFE's objectives IUCN's membership can still succeed where the joint efforts of the Rio signatories have so far failed.

## Annex 8

# Presentation by Mr Leif E. Christoffersen on the Findings and Recommendations of the External Review Team for the IUCN Programme 1991-1993

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At the beginning of its work the External Review took note of three key dimensions of IUCN: its strong scientific orientation, its unique membership structure and its emphasis on linking nature conservation to people and their development needs and aspirations. Much of our team work was based on our conviction that these are of major importance for IUCN's future.

At the end we produced a report. In fact there are two versions available. In advance of this meeting you received copies of a brief note titled *Recommendations and Other Excerpts from the Report of the External Review Team for IUCN's 1991-1993 Programme* (GA/19/94/4 Annex 8). The full report is available in English only.

The five members of the External Review Team came from quite different backgrounds and worked together intensively for three weeks. The team consisted of Maria Beebe, Senior Program Advisor in the Office of Environment and Natural Resources, USAID; Julia van der Biek from ETC in the Netherlands; Mersie Ejigu, who for many years held the position of Minister of Planning with the Government of Ethiopia; Moussa Seck, ENDA, an international NGO located in Senegal; and myself, a Norwegian consultant with World Bank experience.

In two parallel groups the team visited Nepal and Laos, and Uganda, Kenya, Tanzania and Zimbabwe. We benefitted from good briefings from IUCN management and staff. Copies of many evaluation and progress reports were available to us. We had open access to IUCN archives and files. Throughout our work we were pleased to meet a remarkable willingness among staff at Headquarters, in Regional and Country Offices, and also those in field assignments, to be open and frank in response to our many questions and probings. For this we are very grateful—especially to Dr Martin Holdgate—and to Mr Per Ryden, who organized our country visits and who supported our work in a most efficient manner.

Within our time constraints, we attempted to obtain a comprehensive understanding of IUCN and its 1991-1993 Programme, but at the same time we were well aware that we had to be selective in our coverage and in our final report. We certainly could not cover all the 71 programme activities in this three-year programme. Though we had to be selective, we sought to do so in a way that would give us a wide enough perspective to serve as a basis for broad institutional findings and recommendations.

In the full report we have commented on IUCN in a global context, on several different aspects of some of its regional and country programmes, on theme programmes such as the Wetlands Programme, the Forest Programme, on National Conservation Strategies, Environmental Impact Assessments, and on environmental education, communication and social policy activities.

We may not have got all this right; indeed our observations may contain viewpoints and observations that could have benefitted from more intensive examination. Nevertheless, at the end, we felt comfortable that we had gathered a good broad understanding and a satisfactory base on which to make our recommendations. After considerable team discussions we narrowed our main recommendations down to eight. The team was unanimous in concluding that these eight were indeed major issues for IUCN.

In our report the presentation of the eight issues was not meant to convey a ranking of relative importance. Rather, they reflect our own logical progression of working through the issues.

The first three issues relate to IUCN's capability and capacity in carrying out operational activities.

In discussing the linking of conservation and development objectives, the team noted IUCN's considerable project experience in promoting nature conservation objectives and the development aspirations of local communities. The operational lessons

from these activities must now be brought together and shared with others. In parallel IUCN can draw more effectively upon related operational lessons of other institutions with similar experiences.

Regarding IUCN's capacity for economic and social analysis, we reviewed several of the social development activities which have been added, but not yet well integrated into its programmes. Priority should be given to the key social issues arising in its traditional field of excellence—those related to nature conservation—in and around forest zones, national parks, wetland areas and other habitat management areas. IUCN should also integrate more economic analysis into its social development programmes. Gender issues have both economic and social significance. The team supports the view that gender issues should be integrated into all IUCN programmes, rather than treated as a separate activity.

Regarding project identification, monitoring and evaluation, we reflected on the present informal system of project development and review at IUCN, which has had the advantage of being flexible and adaptable to change. Compared to many other international organizations, IUCN is refreshingly unburdened by elaborate paper requirements. When IUCN was a smaller organization, this system served well. At present the volume of activities has grown to make current project procedures no longer adequate.

New procedures for projects and programmes should be organized systematically around three key points:

- .. Focus on a few key management objectives in new projects and programmes;
- .. Create a monitoring system to follow progress during implementation;
- .. Make an evaluation of achievements reached and lessons learned at the completion of each phase of activity.

Among our specific recommendations we propose that a monitoring and evaluation unit be established at IUCN Headquarters.

The fourth recommendation addresses membership issues. IUCN has made continuous efforts to break out of an earlier predominantly "Northern" image as a highly specialized scientific organization concerned with nature protection, with a past membership base largely in Western Europe and North America. Earlier efforts to broaden the membership base made significant progress in enrolling States and Government Agencies from developing countries. However, there is still a 2:1 Northern dominance ratio in the international and national NGO membership.

The membership base in developing countries is still rather fragile, with many members having difficulty paying the dues. Membership participation is uneven and there are still many developing countries with active IUCN field programmes but little or no NGO membership.

There is little evidence that membership status entails significant and tangible advantages in many developing countries. The External Review Team considers a broad international membership base, with strong developing country representation in all membership categories, of vital importance to the worldwide objectives of IUCN and its effectiveness as an international institution. We recommend an immediate re-examination of existing membership services in order to determine how these services can be expanded to make IUCN membership more attractive in general but also more within reach of NGOs in developing countries.

The fifth recommendation deals with the Commissions and other scientific networks. The Commissions have been important components since IUCN's beginning. From our discussions at Gland and in the Regional, Country and Project Offices, we have received generally positive signals on the performance of three of the Commissions. Some concerns were expressed about the need for a more broadly based geographical composition of all Commissions. There is an urgent need to facilitate active involvement by Commission members in developing countries and to ensure strong liaison with Headquarters.

We strongly agree that IUCN's international scientific reputation is vital to all its work. It should tolerate nothing but the highest performance standards for each Commission and should ensure that only those that meet such standards continue their existence. Regional and Country Offices should be active in proposing candidates for each of the viable Commissions and thereby helping to ensure that these bodies benefit from broad geographical representation as part of its quest for high international recognition and scientific repute. The Commissions should also organize themselves to serve directly the needs of the Regional and Country Offices.

The sixth recommendation addresses the regionalization of Secretariat functions. IUCN's draft Strategy emphasizes the important role of members in the process of regionalization. IUCN has been building regional presences in developing countries since 1981—perhaps in a rather *ad hoc* manner. It could benefit from more frequent and more systematic evaluation. It can clearly benefit from an active and widespread membership in each region linking into the work of the Commissions and other scientific

networks, and into IUCN technical capability in the region. Better policy guidance is needed on how to develop and foster IUCN's regionalization process.

The seventh recommendation deals with how IUCN may overcome some of its image problems. Continued growth in project funding has enabled the Secretariat to increase substantially its staff at Headquarters and in Regional, Country and Project Offices. The largest increases in staff have occurred in Regional, Country and Project Offices. In 1990 a total of 75 positions were located at offices in developing countries (37% of total staff). By 1993 staffing in developing countries had increased to 284 (61% of total staff). We believe there is little justification for further increases in staffing at Headquarters. Only expansions of Regional and Country Offices should be seriously considered over the next few years.

The overall nationality mix has broadened substantially with the recent expansion of Regional and Country Offices in developing countries. Local and regional recruitment have substantially increased the nationality mix of staff in several of these offices. Changes at Headquarters have been less noticeable. Staffing there still has too high a "Northern Anglo-phone" image. IUCN's image can be much improved through a more diversified nationality mix. There is also need for improvements in the current gender imbalance in IUCN staffing.

It is the teams's firm conviction that such staffing changes can be made without jeopardizing the high standards of professional excellence of which IUCN is justifiably proud. We certainly do not favour a quota system for recruitment, but we believe it is possible to recruit highly qualified international staff from a much larger recruitment "universe" than has been the practice so far in IUCN. It is our judgement that

progress on this point can substantially improve IUCN's ability to expand its membership base and considerably enhance its acceptance and support from the international community.

The final recommendation deals with IUCN's weak financial position. The size of the Secretariat has grown dramatically over the last decade. We are aware that this has fueled some internal discussions of institutional imbalance. The much stronger "weight" of the Secretariat, relative to the Union's membership base and its Commissions and scientific support system, must be constantly under review. Two-thirds of recurrent expenses must be covered through project overheads and general programme support. The increasing financial resources of the Secretariat have been largely generated from project funding from a few European bilateral donors. Clearly IUCN needs to strengthen its financial base.

The external review team is impressed with IUCN's efforts in recent years to mobilize resources, but we strongly underscore the importance of having a more continuous, adequate and predictable flow of funds. To mitigate the present financial uncertainty, the review team makes several suggestions. One is that a special advisory panel should be appointed to look into the financial issues commented upon in our report, and perhaps others that we may have overlooked, for the overall purpose of strengthening IUCN's financial situation and its financial management policies.

The external review team wishes explicitly to encourage donors to consider more programme-type support for IUCN Programmes. Finally, let me say that we hope these findings and recommendations can be considered in completing the Strategic Plan for IUCN.



## Annex 9

# Report of the Programme Committee

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### Membership

Reuben Olembo (Chair) (UNEP, Kenya)  
Ibrahim Alam (Saudi Arabia)  
Fernando Ardura (Argentina)  
Tariq Banuri (Pakistan)  
Idrissa Daouda (Niger)  
Augusta Henriques (Guinea Bissau)  
Thor Larsen (Norway)  
Bing Lucas (New Zealand)  
Antonio Machado (Spain)  
Juan Mayr (Colombia)  
Liberty Mhlanga (Zimbabwe)  
Russ Mittermeier (USA)  
David Runnalls (Canada)  
Wang Sung (China)  
Zoltan Szilassy (Hungary)

### Report

The Programme Committee met three times, on 18, 19 and 21 January 1994.

As the basis for its discussions the Committee had GA documents GA/19/94/4—the Director General's Report on the Activities of the Union since the 18th Session of the IUCN General Assembly, GA/19/94/9—the IUCN Programme 1994-1996, with its Addendum 1—Conservation in Antarctica, and the report of the external review team lead by Mr Leif Christofersen.

The Committee notes with appreciation that there now exists a mechanism for a yearly roll forward of the Programme. This mechanism is designed to allow for adjustments of the Programme as discussions proceed with members and funding agencies during the triennium. The Committee also appreciates that discussions have been held with members since the present Programme was prepared some nine months ago, the time lag required for preparation of General Assembly documentation. Recent developments are,

therefore, not reflected in the document such as, for example, the establishment of an IUCN Office in Canada. As a consequence, the Committee decides that comments from members to the effect that certain individual activities have not been included or properly reflected in the Programme are best taken care of in the yearly roll forward process and need not be treated in detail by the Committee.

Equally, activities undertaken by members within their own programmes, not related to the IUCN Secretariat, should not be reflected in the Programme document since it would then not be possible to relate the Programme to the proposed budget. On this basis, the Committee decides to concentrate its comments on major issues of overall programming and programme implementation; on issues that will allow for a better interaction between the Secretariat and the membership; and on issues related to the direction in which the Union is moving with its Programme.

Consequently, the Committee concentrates on the following major programmatic issues:

- (a) the need for further interaction between the membership and the Secretariat in the programming process as well as in programme and project implementation;
- (b) the effect of heavy reliance on project income on effective programming;
- (c) an appropriate role for Commissions in the Programme and an enhanced interaction between the Commissions and the Secretariat with the aim of providing scientific backstopping to regional and technical programmes;
- (d) an enhanced interaction between regional and technical programmes;
- (e) the balance between bottom-up and top-down planning and the role of the Union in policy formulation on issues such as energy, pollution, conflict

resolution, consumption patterns; on issues that go over and above, or cut across, those treated in individual programme components.

## Comments of the Committee

(a) The Committee stresses the importance of involving the membership in programming and programme and project implementation. The Committee notes that this has been emphasized in the introduction to the Programme document and that the regional meetings with members that have been held over the last triennium have been held with this aim. The Committee points out, however, that the expansion over the last decade or so of the NGO movement, and the increased NGO membership in the Union, has made it possible to pursue this approach even more rigorously. The Committee also points out that the role of the Secretariat in project design and implementation should be one of supporter, facilitator and catalyser rather than one of project manager. The Committee also recommends that, in the presentation of the Programme, it should be indicated to which extent the proposed programme component is based on an extensive dialogue with the membership.

The Committee also recommends that information be compiled that clearly explains the programming process; when and how the membership can and should get involved, what role they can play in the process, and how technical and regional programmes, as well as Commissions, can participate in the process. The various stages in decision-making on the Programme should also be explained.

The Committee emphasizes that the dialogue with National Committees can be a very efficient vehicle for such interaction and therefore recommends this be taken into consideration in developing the above information and, if need be, in the guidelines that have been developed for the functioning of National Committees.

(b) The Committee notes that a large portion of the income of the Union is still obtained in the form of project income. The Committee understands that this is unavoidable given the source of funding that the Union is relying on. Such funding should, however, be used to support initiatives that are in accordance with the broader objectives of the Programme so as not to divert resources into non-priority areas.

(c) The Committee emphasizes that the Commissions are fundamental and extremely important major

components of the Union, that the great capacity of these voluntary networks (especially as represented by SSC and CNPPA) be used to the maximum extent possible, and that their great value to the Union be recognized in budget allocations. Further, they should play a key role in programme planning and implementation, and considerable emphasis should be placed on their integration with regional and national programmes. The need for greater integration has already been recognized by the two larger Commissions (SSC and CNPPA) and both have begun to discuss structures and processes that would facilitate such collaboration. This links with, and should facilitate the point made in para (e) below, related to the balance between top-down and bottom-up planning.

(d) The Committee notes that the introduction to the Programme emphasizes the need for a close interaction between regional and technical programmes and the role that each component of the Programme should have in this interaction. It is, however, not clear from the present Programme document to which extent there is such an interaction. The Committee therefore recommends that the policy laid down in the introduction be pursued and the linkages be more clearly shown in the Programme document.

(e) The Committee discussed the need for a balance between bottom-up and top-down planning. In this context the Committee recognizes that the challenges to conservation and sustainable resource use differ from one region to another and that there is, therefore, a need for a regional and even national adaptation to prevailing circumstances.

(f) There is, however, also a role for the Union to play in relation to global issues within already existing components of the Programme as well as on cross-sectoral issues. Such issues should be given due consideration in the Programme and the Committee notes that a welcome initiative in this direction has been taken with the establishment of the Programme component entitled Policy Development.

The Committee also points out that National Committees and regional membership forums have a role to play in defining such issues and these avenues should be drawn upon to the largest extent possible.

In addition to the above, the Committee makes the following recommendations related to specific issues or components of the Programme:

- (a) The Committee endorses the recommendations put forward in the external review recently undertaken under the leadership of Dr Leif Christoffersen and points in particular, with regard to the Programme, to two recommendations: namely, the one related to integrating economic concerns and factors in the conceptual and practical work of the Union (for example in National Conservation Strategies) and to the one recommending that a more rigorous mechanism is set in place for project planning, review and evaluation. The special reference to these two recommendations does not mean that other recommendations should not be acted upon by the Secretariat.
- (b) The Committee notes that the social dimension of conservation and sustainability is not fully integrated and reflected in the Programme. This includes in particular the lessons from the vast experience with participatory projects and programmes with which many IUCN members have been involved; as well as the success of National Conservation Strategies in mobilizing stakeholders, promoting institutional development and capacity-building, and generally promoting the transition to sustainability. The Programme needs to reflect the process-oriented dimensions of structural change.
- (c) The Committee further endorses the recommendations on the Antarctica Programme that resulted from the workshop on this programme held on 19 January 1994, and attached to this report.
- (d) The Committee also recommends that the Programmes for Europe be subject to some further analyses and consequent reformulation if so required. A distinction between Eastern and Central Europe on the one hand and Western on the other does not reflect the political reality, although there are essential institutional and natural resource-related differences between the regions. In undertaking this analysis, the above reality should be taken into account. The Union should rely on its existing membership forums with regard to Eastern and Central Europe for a transition period. In parallel, a framework for Pan-European consultation needs to be established. The issues to be addressed, and the specific content of a further developed Pan-European Programme should be decided in these new forums.
- (e) The Committee also notes that the Programme for South America does not well reflect the discussions that have been held between the Secretariat and the members in the region. This component of the Programme should therefore be revised to reflect better the proposals and plans having been prepared by the members. In undertaking this review, the forthcoming review of the South American Programme should be taken into account.
- (f) The Committee further recommends that a number of internationally important, and often controversial issues, should be considered for action by the Union. Involvement must, however, be based on the availability of financial and technical resources as well as on an analysis of whether, in particular cases, this would be politically wise or not.
- (g) The Committee also notes that the Union should pay due attention to possibilities to intervene in areas that have just emerged out of a period of unrest or political turmoil. Such areas often offer considerable opportunities for positive conservation action.
- (h) The Committee also notes the fact that a number of Resolutions are related to the Programme. Decisions on such Resolutions, and their subsequent impact on the Programme, will have to be seen in relation to the recommendations made by the Committee in this report.
- (i) The Committee also recognizes that a number of recommendations with regard to the future direction of the Union's work have been generated by the workshops and that these will have to guide future development of the Programme. These recommendations will be published firstly in the Proceedings of the General Assembly and later in a special volume, tentatively entitled *Caring for the Earth—New Perspectives*. In addition to this, some of the workshops will result in special publications. All this information will inform the programming process and gradually be integrated into the Programme through the annual roll forward process and through the deliberations of the Council in its regular discussions of the Programme.
- (j) The Committee further recognizes that a further expansion of the Programme will only be possible within available resources, but also notes that many of its recommendations are a matter of approach to programming and programme implementation and can therefore be acted upon within the process of the regular roll forward of the Programme as guided by the Council and its Scientific and Programme Advisory Board as proposed in the Strategic Plan.

## Attachment

### Changes to the Antarctica Programme Document

Following a meeting today, 19 January 1994, to discuss Antarctic conservation, the following changes are recommended to the document entitled "Conservation in the Antarctic" (GA/19/94/9 Addendum 1).

#### (a) The 1994-1996 Programme

*Replace existing sections 10-16 with:*

"Priorities

10. The activities below will be undertaken in consultation with IUCN members and Antarctica Treaty Parties. An appropriate consultative mechanism will be developed to ensure this occurs.

11. The priorities for 1994-1996 are proposed as:

#### Priority 1

- i) To work for the establishment and management of Antarctic specially protected or managed areas for consideration by Antarctic Treaty meetings;
- ii) To work on the development of an annex to the Antarctic Environmental Protocol on Liability for Environmental Damage.

#### Priority 2

- iii) To work on the ecosystem management of Antarctic Marine Living Resources, in consultation with the IUCN members and the Parties to the Convention on Antarctic Marine Living Resources;

iv) To hold a workshop on the impacts and management of human presence in Antarctica;

v) In consultation with Treaty Parties and IUCN members to work on the elaboration of detailed proposals for the implementation of the Antarctic Environmental Protocol;

vi) To produce an integrated strategy for conservation in the Sub-Antarctic islands, and assistance with management plans for individual islands or groups of islands;

vii) To participate in Antarctic Treaty consultative meetings, where such participation will contribute to achieving the above objectives;

#### (b) Guidance, Personnel and Administration

*Replace existing Section 18 with:*

"IUCN's Programme in Antarctica was carried out in the past triennium on a part-time basis by the Vice-Chair for the Antarctic Realm of CNPPA, under contract to IUCN, by arrangement with the Department of Conservation in New Zealand. Future arrangements are subject to resource availability and will be determined through the consultative mechanism outlined above in Section 10."

*Add the following after the word "established" on line 4 of the existing item 21:*

"to advise the Council and the Director General".

#### (c) Budget

*Add an additional section:*

"The implementation of this Programme is subject to the location of available resources".

## Annex 10

# Report of the Finance and Audit Committee

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### Membership

David Smith (Chair) (Jamaica)  
Martin Edwards (Canada)  
E. Curtis Bohlen (USA)  
Ashok Khosla (India)  
Gunther Kolodziejczok (Germany)  
Boyman Mancama (Zimbabwe)  
Jacques Morier Genoud (Switzerland)  
Don Person (Treasurer)

### Recommendation 1

The Committee met to review the Finances of the IUCN in the Triennium 1991-1993. The Committee noted the events referred to in the report concerning over-expenditure in the Sahel Programme and problems in Central America and were satisfied that corrective measures were taken and that sufficient controls, including internal audits, were now in place to lower the likelihood that such a situation would recur.

The recommendation of the Finance and Audit Committee is that the General Assembly accept the report of the Treasurer and the Director General on the finances of IUCN in the 1991-1993 triennium (GA 19/94/5 Addendum 1) and the Auditors reports for the years 1990, 1991 and 1992 (GA 19/94/5 Annexes 1-3).

### Recommendation 2

The Committee was disturbed at the unacceptably low level of operational reserves, since this affects the ability of the Union to cover risks and may affect long-term survival.

The Committee recommends that measures be taken to ensure that operational reserves will be no less than SFR 6.5 million at the end of the 1996 financial year, and that operational reserves of the Union should be maintained at a minimum of 10 per cent of operating budget thereafter. Since the recommendation is being made after the 1994 financial year has started, the Committee requests the Director General to make all effort to increase substantially the reserves in 1994 and to apply appropriate measures in 1995 and 1996 to reach the target of SFR 6.5 million.

### Recommendation 3

The Committee recommends that the General Assembly approve the estimates of income and expenditure for 1994-1996 (GA 19/94/10 as revised), and takes note that changes caused by changes in the Programme will be made and approved by Council.

### Recommendation 4

The Committee recommends to the General Assembly that the membership dues contained in Table I of GA 19/94/11 be approved.

### Recommendation 5

Having discussed the problems that arise through the inability of some members to pay dues, the Committee endorsed the conclusions of the 18th Session of the General Assembly which authorized the Director General to pursue solutions to the problem.

For members to whom hard currency is not available, or who are otherwise unable to pay dues, the Committee recommends that the Director General

seek ways in which payments can be made, either in local currency or by the provision of goods or services to the Union.

The Committee recommends to the General Assembly that those members who are in arrears for two or more years as indicated in Annex 2 of Adden-

dum 1 of GA 19/94/2, should have their remaining rights rescinded. The Director General should in each case find out the reason that the member is in arrears and within one year use every means to secure payment in currency or otherwise so that their membership may be restored.

## Annex 11

# Statement by Dr Jay Hair on his candidacy for the Presidency of IUCN

During the last few days a number of questions have been raised regarding the transparency, equity, membership participation and accountability of the IUCN system of governance. I am aware that a resolution has been proposed calling for greater North-South proportionality in all aspects of IUCN's work. The Union has been undertaking some of these changes in recent years and I support accelerated movement in this direction.

I have a long-standing concern about such issues, as demonstrated in part by the proposed IUCN Strategic Plan, the committee for which I chaired on behalf of Council. I am committed to making fundamental changes in the governance of the Union. In December 1993, I sent a letter to all members of IUCN laying out several of the major issues before the Union today and requested your views on these and other important topics.

At meetings earlier today, I was requested to write down and distribute to the General Assembly delegates some of the specific changes I believe need to be made in Union governance. These are summarized as follows:

1. Undertake a comprehensive review of the IUCN Statutes and recommend to the next General Assembly changes in basic governance principles, such as:
  - (a) New definitions for IUCN Regions;
  - (b) Election of IUCN Councillors by members from those regions;
  - (c) Achievement of equity for IUCN leadership positions in gender and ethnicity;
  - (d) Assurance of transparency in all IUCN deliberations.
2. To ensure that in the future if the selection of the Director General and the nomination of candidates for President occur during the same time period

before a General Assembly, the selection of the Director General before the Presidential candidates are chosen be made a matter of statutory requirement. Because of responsibilities for day-to-day management of the Union, I believe the Director General position to be of far more importance to the Union and therefore maximum flexibility—including gender and ethnicity—must be available in making that choice.

3. I believe strongly in the principle of choice. Therefore, for the next General Assembly, I commit now to encourage Council to nominate **two candidates for President, at least one of whom would be from the non-industrialized world and one would be female.**

For positions of Regional Councillor or Commission Chair and Vice-Chair, a special effort will be made to identify and nominate qualified candidates whose election would help achieve gender and geographic balance.

4. There should be a half day set aside early in each General Assembly as a Candidate Forum, so delegates will have ample opportunity for interaction with candidates before the elections.
5. If I become your President, I will strongly encourage the new Council to give special consideration to the nomination and selection of "coopted" Councillors, which are selected to provide expertise or experience needed by IUCN. I will seek the appointment of candidates from the non-industrialized world for these positions.
6. I will further encourage the Council to select at least three of the four Vice-Presidents from non-industrialized countries. Further I believe these Vice-Presidents must have a meaningful role in the governance and decision-making processes of the

Council, including their being appointed as Chairs of Committees.

I know there are other important issues that should be considered by the Union, now and in the future. I intend that this summary reform agenda will be only the beginning of an open process of dialogue at this and all future General Assemblies to identify the issues and meet them head on.

As the Council nominee for IUCN President, I commit to you that if elected I will move immediately to establish an open and timely process for achieving

the fundamental reforms needed in the IUCN system of governance.

At the next General Assembly, I would expect to be held accountable to the members for my performance in carrying out **their** mandate to effect change. To achieve that aim I need your advice and support.

Thank you, and I look forward to continuing discussions on these and many other issues important to the Union.

21 January 1994



## Annex 12

# Mandates of five IUCN Commissions 1994-1996

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The General Assembly approved the following mandates for five of the IUCN Commissions for the Triennium 1994-1996 (see pp. 36-37).

### COMMISSION ON EDUCATION AND COMMUNICATION (CEC)

#### 1. Mission

To promote and guide capacity-building and the strategic planning of education and communication for sustainable living, through networks and through IUCN staff, members, CEC members, partners and collaborating organizations.

#### 2. Purpose

*Caring for the Earth* and Agenda 21 recognize that substantial changes are needed in values and in the ways societies are currently organized if development, based on conserving the diversity and productivity of nature, is to be equitable and sustainable. If the Union is to achieve its environment and development objectives it must actively pursue this revolution in values and behaviour.

Education is one of the main means through which individual and therefore societal values are influenced. The Commission on Education and Communication will therefore have a role as advocate and guide to the Union in incorporating education and communication as an integral part of conservation and development programmes, and in promoting the incorporation of environment and development in formal and non-formal education.

The Commission's role will also be to enhance cooperation, facilitate international synergy, strengthen the exchange of ideas and experience,

build capacity and promote networks, all towards strategically planned education for sustainable living.

The Commission provides a means for the education staff of the Union to be supported, obtain professional guidance and share their expertise with others and should provide a forum for analysis and evaluation so that the work of the Union is enhanced and augmented. The Commission will support initiatives from its members that contribute to the advancement of educational policy and its implementation and especially to the integration of education with environmental policy planning.

#### 3. Objectives

The principal objectives for the triennium will be:

- (a) To develop and support the Commission on Education and Communication and its Regional Networks as a means of exchanging and collating information, building capacity and influencing education planning and practice in and through the Union.
- (b) To advocate to member States of IUCN the infusion of environmental education and communication in formal and non-formal education programmes and to assist in policy formulation and planning to these ends.
- (c) To promote and guide strategic planning of environmental education and communication amongst and through staff and members of IUCN.
- (d) To catalyse, support, organize and implement, where appropriate, training and exchanges to develop capacity to plan and implement education for sustainable living.
- (e) To provide a source of technical advice to the membership, Director General and Secretariat on

planning and implementing education for sustainable living.

#### 4. Terms of Reference

To carry out these objectives, the Commission, under the guidance of its Chair and Steering Committee, and in close collaboration with the Director General and staff of the Secretariat designated by the Director General will:

- (a) maintain, nurture and augment Regional Networks of education policy analysts, educators, communicators and trainers from institutions both within and outside IUCN to provide professional support in planning and implementation of environmental education and communication;
- (b) facilitate, guide and cooperate in the planning and implementation of education initiatives by the CEC and the Union;
- (c) support individuals and groups to advocate the incorporation and advancement of environmental and development education programmes in IUCN activities;
- (d) support individuals and groups to give technical support and advice on strategic planning, implementation and evaluation of education and communication to the Secretariat and membership programmes;
- (e) establish Working Groups to address selected topics and so advance thinking on the planning for and implementation of environmental and development education;
- (f) work with cooperating organizations to augment the work of the Commission;
- (g) collaborate with organizations such as UNESCO, UNEP and the Commission for Sustainable Development to promote and guide a strategic approach to education.

#### 5. Structure and Organization

The Commission on Education will have the following structure;

- (a) Chair, Deputy Chair and Steering Committee. The Chair will be elected by the General Assembly and will nominate a Deputy Chair and a Steering Committee composed of members who each will chair a Regional Steering Committee of the

Commission. The CEC Steering Committee will guide the overall programme of the Commission and advise the Director General on the educational component of the Programme of the Union. The Chair will be responsible for leadership in carrying out the mission of the CEC, the process of regionalization, and representing the Steering Committee's guidance on the educational and communication aspects of the IUCN Programme.

- (b) Regional CEC Networks will be maintained, developed and augmented to respond to the needs of the regions in environmental and development education, communication and training, guided by the mission of the Commission. Each region will have a Steering Committee, and will nominate its Chair, who will serve on the Commission Steering Committee. Membership of the Commission will be on the basis of experience of strategic planning of education and communication and capacity building, either in governmental or non-governmental organizations.

A close dialogue will be established between the Regional Steering Committees and IUCN Regional and Country Offices, which, subject to resource availability will provide secretarial support to the committees.

The Regional Steering Committees will determine priorities for action in association with the IUCN regional staff and members, and the annual work programmes in the region.

- (c) Secretariat. The Commission activities will be encouraged, supported and served by a Programme Coordinator in the Headquarters Secretariat, who will report to the Director General but be assigned to work with the Commission.

The Secretariat will assist members of IUCN in obtaining professional guidance in how to mount effective education programmes and will arrange for such support to be provided by the education network, and by enlisting the support of partner agencies and funding agencies where necessary.

The Secretariat will assist other programmes and activities undertaken or coordinated by the Secretariat and Commissions of IUCN in integrating an education element in those activities, and will liaise with colleagues to identify educational opportunities and to manage the network of education professionals associated with IUCN and in its membership so as to provide the education services required.

(d) Cooperating organizations will be encouraged to provide logistical and financial assistance to the CEC and to form part of the delivery mechanism for education and training activities of the Commission.

The Commission will maintain close links and cooperate with the UNESCO-UNEP International Environmental Education Programme (IEEP), WWF, the UNDP Capacity 21 initiative, and the Commission on Sustainable Development.

## COMMISSION ON ENVIRONMENTAL LAW (CEL)

### 1. Mission

To assist in laying the strongest possible legal foundation for environmental conservation and sustainable development, thereby supporting both international and national efforts in this field.

### 2. Purpose

IUCN's Commission on Environmental Law (CEL) serves as the principal source of technical advice to the Union, its members and its collaborating institutions on all aspects of environmental conservation law.

It supports action by international governmental organizations, governments and non-governmental organizations to improve or develop legal and institutional infrastructures best attuned to, and conducive of, natural resources conservation in the framework of sustainable development.

CEL aims to demonstrate the vital importance of such infrastructures within national and international strategies for environmental conservation, including the sustainable use of natural resources within and beyond national jurisdictions.

### 3. Objectives

CEL's objectives are:

- (a) To identify areas where improved legal and administrative instruments and mechanisms would contribute significantly to the process of conservation.
- (b) To promote the development and improvement of environmental law at international and national levels by advocating adequate and innovative responses.

(c) To strengthen the capacity, especially in developing countries, to handle issues of environmental law development and expertise-building.

(d) To assist and advise IUCN members and other governmental and non-governmental institutions on the elaboration of international or national legal instruments.

### 4. Terms of Reference

To achieve its objectives over the coming triennium, CEL will:

- (a) initiate, promote and support legal research consistent with the objectives of IUCN and its Law Programme;
- (b) propose and, where appropriate, assist in drafting, legal instruments at the national, regional or global level;
- (c) promote and assist in the development of soft law instruments;
- (d) follow the initiatives of other institutions in the field of environmental law, in particular those of international governmental and non-governmental organizations, and provide an input from an IUCN perspective, as appropriate;
- (e) advise on the legal implications and aspects of initiatives taken, and issues addressed, by IUCN components and programmes;
- (f) coordinate activities with such components and programmes, in particular the Environmental Law Centre (ELC), with a view to maintaining maximum integration, complementarity and inter-disciplinarity in carrying out the overall programme of the Union;
- (g) assist and advise the ELC with regard to activities for which the ELC has the lead, in particular those related to the provision of services to developing countries in the field of environmental legislation;
- (h) provide assistance to the ELC in maintaining the Environmental Law Information System (ELIS), as well as in monitoring developments both of international and national law including treaties, legislation, custom and jurisprudence, in order to secure an adequate basis for the activities of the IUCN Law Programme;
- (i) maintain with a strong basis in each region, an international network of independent volunteer experts in the various legal disciplines, selected for their expertise and willingness to contribute to

IUCN's mission in this area, and to provide a forum for the exchange of views and information in this field.

## 5. Structure and Organization

CEL is a global network of professionals expert in environmental law, from government agencies, universities, research institutions and conservation organizations. In mobilizing the network during the 1994-1996 triennium, CEL will be structured as follows:

- (a) Chair, Deputy Chair, Vice-Chairs and Steering Committee. The Chair, elected by the General-Assembly, will nominate for Council approval a Deputy Chair (whose qualifications will be complementary to those of the Chair), and up to eight Vice-Chairs appropriately representing legal disciplines and geographical concerns. The Vice-Chairs will be responsible for coordinating the activities of CEL in their region. A work plan will be established at the beginning of each year by the Steering Committee and reviewed by it at mid term. The Steering Committee will meet at least twice a year in the different regions, as far as practicable. These meetings will be combined with major regional activities.
- (b) Honorary Members. These are individuals who have been elected by the Commission as Honorary Members, in recognition of long and outstanding services to IUCN in the field of environmental law.
- (c) Working Groups. The Chair will appoint Working Groups as required to address particular parts of the work programme; some of these Working Groups will be appointed for the triennium; others will constitute *ad hoc* groups dealing with a specific temporary assignment.
- (d) Members. Efforts will be made to have equitable geographic distribution among the Commission members. Members will serve as coordinators for CEL's links with relevant projects, for advising in the identification of potential consultants for projects of the Law Programme, for collecting information and serving as the primary liaison in their country with the Environmental Law Information System (ELIS) of the Environmental Law Centre (ELC), and for participating in CEL's activities in their field of competence. Members will be grouped according to their expertise, both in relation to legal disciplines and natural resources law sectors.

- (e) Associates. The Commission will consider the desirability of appointing Associates, i.e. individuals or organizations interested in supporting the work of the Commission.
- (f) IUCN Secretariat. The Commission will be serviced by the Environmental Law Centre which is a part of the Secretariat, reporting to the Director General. The Centre will assign at least a part-time professional and necessary support staff to work with the Commission, and will provide linkages to all IUCN Secretariat units dealing with environmental law.

## COMMISSION ON ENVIRONMENTAL STRATEGY AND PLANNING (CESP)

### 1. Mission

To improve the formulation, implementation, and evaluation of policies and strategies for environmental protection and sustainable development; to elaborate and advance a world ethic of living sustainably.

### 2. Purpose

IUCN's Commission on Environmental Strategy and Planning serves as the Union's source of advice on the process or "how" of conservation and sustainable development. CESP draws together experts from many professions to address the social and political dimensions of conservation, including environmental ethics, strategic planning, and tools for policy-making and policy implementation. Its work stresses the means of securing public participation, the significance of cross-sectoral integration of planning and action, and the importance of adapting to socio-economic as well as environmental change.

### 3. Objectives

CESP's objectives are:

- (a) To maintain and expand a global network of volunteer professionals committed to improving the process of environmental protection and sustainable development.
- (b) To gather, analyze, synthesize, and disseminate information about developments in this field, and provide a forum for exchange of views.

- (c) To focus in-depth attention on a small number of particularly promising new approaches.
- (d) To explore how IUCN can deal most effectively with the social and methodological dimensions of its work, continuing to elaborate a clear and manageable role for the Commission.

#### 4. Terms of Reference

To achieve its objectives over the coming three years, CESP will:

- (a) develop and advance a world ethic for living sustainably, through a working group involving all IUCN Commissions as well as other concerned organizations;
- (b) improve and promote sustainable development strategies at international, national, and sub-national levels;
- (c) systematically collect, study, and disseminate information about tools for sustainability, emphasizing methods for citizen participation, collaborative decision-making, integrated resource management, adaptive planning and management, and evaluation of efforts to attain sustainability;
- (d) identify, develop, and promote a small number of particularly promising tools for sustainability;
- (e) carry forward along these lines, the work it has begun on landscape conservation, conservation corps, and indicators of sustainability;
- (f) develop better ways for conservationists to share their experience with different approaches and tools;
- (g) examine how IUCN can best give attention to the social and methodological dimensions of its work, making specific recommendations to Council and the Director General;
- (h) publish a current-awareness newsletter for the IUCN community on developments in its field, and produce or cooperate in producing working papers, guidelines, reference books, and case studies;
- (i) continue to build the CESP network and search for the best ways of harnessing its expertise.

#### 5. Structure and Organization

- (a) **Chair, Deputy Chair, and Steering Committee.** The Chair, elected by the General Assembly, will nominate a Deputy Chair for Council approval.

The Chair, Deputy Chair, Chairs of Working Groups, and not more than five other members will constitute the Steering Committee.

- (b) **Members.** The members of the Commission will be appointed by the Chair, the list of proposed names being submitted to Council.
- (c) **Honorary Members.** These have been elected by the Commission Steering Committee in recognition of outstanding service to IUCN in environmental strategy and planning.
- (d) **Working Groups, Task Forces and Advisory Groups.** In consultation with the Steering Committee and the Director General, the Chair will appoint Working Groups to address particular parts of the work programme. Such groups carrying forward existing activities are likely to deal with strategies, tools, ethics, and landscape conservation. In addition, the Chair may appoint Task Forces to deal with specific shorter-term assignments, and Advisory Groups.
- (e) **Cooperating Organizations.** The Chair, in consultation with the Director General, may so designate organizations that work closely with CESP in carrying out its mandate.

### COMMISSION ON NATIONAL PARKS AND PROTECTED AREAS (CNPPA)

#### 1. Mission

To contribute to the IUCN mission through promoting the establishment and effective management of a worldwide network of terrestrial and marine protected areas.

#### 2. Purpose

IUCN's Commission on National Parks and Protected Areas (CNPPA) serves as the principal source of technical advice to the Union, its members and its collaborating organizations on all aspects of the selection, planning and management of protected areas. It supports action by government agencies, international organizations, local communities, private land owners and non-governmental organizations to ensure that natural and semi-natural habitats can be conserved in such a way as to make their optimal contribution to human society. CNPPA aims to demonstrate the value of protected areas within wider

strategies for the sustainable use of the Earth's natural resources, and seeks to expand the constituency for protected areas by identifying productive partnerships with a broad range of other sectors.

### 3. Objectives

CNPPA's objectives are:

- (a) To take the lead in promoting the implementation of the Caracas Action Plan.
- (b) To foster a significant increase in international support for protected areas as an integral part of national development through providing technical advice, an action framework and agenda, and an active network of practitioners on protected areas to other IUCN programmes, IUCN members, international organizations, WWF International, and development assistance agencies.
- (c) To develop and implement Regional Action Plans to articulate needs and priorities on a regional basis, and detail the practical implications and specific actions called for to address those priorities.
- (d) To support expansion of an effectively functioning regional CNPPA network.
- (e) To enhance management capacity and strengthen the application of science in protected area management through training and research, and through the preparation and distribution of a series of publications resulting from the Caracas Congress; through the protected areas journal, "PARKS"; and through the CNPPA newsletter.
- (f) To develop further the system for monitoring the status of protected areas, assessing effectiveness of management, and assessing and publicizing threats to them.
- (g) To contribute further to the operation of the World Heritage Convention.
- (h) To identify new approaches to protected area management which enable managers and decision makers to adapt to changing political and social conditions, and disseminate this information for use within the network.
- (i) To develop the capacity of the IUCN Secretariat and CNPPA to service the global, regional and national protected area activities of IUCN and of the global network of protected area specialists represented by CNPPA.

### 4. Terms of Reference

To achieve its objectives over the coming three years, CNPPA will:

- (a) nurture, and provide services to, a worldwide network of professionals for developing management techniques, exchanging information, monitoring the status of protected areas, training and providing technical advice to IUCN members;
- (b) prepare Regional Action Plans on Protected Areas, which will identify where new protected areas should be located, agree priorities for action, and establish networks of demonstration protected areas to illustrate the application of principles in widely varying circumstances and different regions; for marine protected areas outside national jurisdiction there should be liaison with the UN Convention on the Law of the Sea (UNCLOS);
- (c) provide technical advice and assistance to governments, non-governmental agencies and the IUCN Secretariat on identifying priorities for establishing new protected areas and improving the management of existing ones; and on implementing the priorities identified;
- (d) collaborate with other international agencies, particularly with UNESCO in the implementation of the World Heritage Convention and the Biosphere Reserve Action Plan, with the Ramsar Secretariat and with UNCLOS;
- (e) collaborate with the World Conservation Monitoring Centre (WCMC) so as to maintain and develop further the global database on protected areas and the species and habitats contained therein as an information service to the world community;
- (f) collaborate with, and provide guidance to, donor organizations, such as multilateral agencies and banks, bilateral agencies and private foundations;
- (g) communicate the outputs of the IVth World Congress on National Parks and Protected Areas in a variety of ways including a series of publications on major protected area issues, and publish "PARKS" magazine and other material relevant to protected areas;
- (h) maintain and disseminate a roster of CNPPA members and a directory of protected area management agencies; publish a regular newsletter distributed to all members; and hold regular meetings, rotating among the different regions of the world.

## 5. Structure and Organization

CNPPA is a global network of professionals involved in the management of protected areas, from government agencies, universities, research institutions and conservation organizations. In mobilizing the network during the 1994-1996 triennium, CNPPA will be structured as follows:

- (a) **Chair, Deputy Chair, Vice-Chairs and Steering Committee.** The Chair will be elected by the General Assembly, and will nominate for Council approval an appropriately qualified Deputy Chair, and Vice-Chairs representing geopolitical regions, marine protected areas and other thematic subjects as necessary. The Vice-Chairs will be responsible for coordinating the activities of CNPPA in their respective regions and subjects. They will also serve on the CNPPA Steering Committee.
- (b) **Honorary Members.** These are individuals who have been elected by the Commission as Honorary Members, in recognition of long and outstanding service to protected areas.
- (c) **Members.** Members will be appointed for their personal contributions to protected areas. At least one of those members from each country or autonomous region with protected areas will be appointed to coordinate the flow of information between the Commission and the protected area authorities; where multiple agencies exist in a country, several such individuals may be identified. The member(s) will serve as a coordinator for CNPPA links with relevant projects, for identifying potential consultants for projects with which CNPPA is involved, collecting information, overseeing the preparation and updating of data sheets on each protected area, advising on protected areas, and serving as the primary liaison with the Protected Areas Data Unit (PADU) of WCMC.
- (d) **Task Forces.** The Chair will appoint task forces as required to address particular parts of the work programme.
- (e) **Protected Area Agencies.** CNPPA will initiate an institution-level relationship with the agencies that are responsible for managing protected areas in each country. Such an institutional linkage will be developed to provide technical advice to the Commission, identify project and policy priorities, and ensure a free flow of information about protected areas.
- (f) **Cooperating Bodies.** These are bodies which have an institutional interest in protected areas and

work closely with CNPPA. Foremost among these are PADU (part of WCMC), which was established by CNPPA in 1981 and serves as its data management arm; UNESCO and the World Heritage Committee, with which CNPPA works closely on biosphere reserves and World Heritage, respectively; the US National Park Service, with which CNPPA has a Cooperative Agreement which fosters field activities on matters of mutual interest; WWF, to which CNPPA provides technical advice on protected areas and which contributes to a number of joint programmes with CNPPA; Canadian Parks Service, which contributes financial and technical support to a number of CNPPA activities. Other IUCN member organizations that do not fall in Section (e) above will be welcome to become Cooperating Bodies.

- (g) **IUCN Secretariat.** The Commission will be served by a Protected Areas Unit established within the IUCN Secretariat and reporting to the Director General. It will include at least two full-time professional officers and necessary support staff, and will provide linkages to all IUCN Secretariat units dealing with protected areas.

## SPECIES SURVIVAL COMMISSION (SSC)

### 1. Mission

To conserve biological diversity by developing and executing programmes to save, restore and manage wisely, species and their habitats.

### 2. Purpose

IUCN's Species Survival Commission (SSC) serves as the principal source of advice to the Union and its members on the technical aspects of species conservation. It seeks to mobilize action by the world conservation community on behalf of species, in particular those threatened with extinction and those of importance for human welfare. It achieves this by providing leadership with the following five goals:

- (a) To assess the conservation status of species worldwide.
- (b) To assess conservation priorities for species and their habitats and to develop plans for their conservation.

- (c) To initiate the actions needed for the survival of species.
- (d) To develop and promote policies for species conservation.
- (e) To provide an expert resource network on the conservation of biodiversity.

In essence, the SSC provides the expertise and the framework needed by the world conservation community to target available resources to the most urgent and important priorities for the maintenance of biological diversity globally.

### 3. Objectives

SSC's objectives are as follows:

- (a) To promote the practical implementation of the principles of *Caring for the Earth*, with particular emphasis on the conservation of biological diversity, and on ensuring that the utilization of species does not exceed sustainable levels.
- (b) To assess species conservation priorities through an Action Planning programme and to assemble regional summaries of priorities in species and habitat conservation and to deliver the recommendations of Action Plans and regional biodiversity assessments to appropriate agencies and organizations within the global conservation community, with particular emphasis on IUCN's members.
- (c) To promote the implementation of species conservation Action Plans by governmental and non-governmental conservation agencies, with particular emphasis on IUCN's members.
- (d) To develop policies and guidelines pertaining to the conservation of species and genetic resources and to bring these to the attention of governments and the conservation community.
- (e) To provide technical advisory services to IUCN and its members and partners on the development and implementation of projects and programmes relating to conservation of species and biological diversity (including development and screening of project proposals).
- (f) To maintain, guide and strengthen the Species Survival Commission, a global network of volunteer experts and organizations concerned with the conservation of species. Areas of expertise to be strengthened include plants and invertebrates.
- (g) To develop fund-raising initiatives for the Species Survival Commission.

- (h) To communicate the work of the Species Survival Commission to IUCN members, non-member governments, development assistance agencies, the broader conservation community, and the general public, in order to encourage maximum use of its expertise and services; and to ensure that SSC members are fully informed of major activities within the Commission, and how their own work is contributing to the overall programme of SSC and IUCN.

- (i) To gather data pertinent to the conservation of species through SSC's volunteer network and to manage these data in a standardized, distributed, computerized database (using the World Conservation Monitoring Centre (WCMC) as a central repository).

### 4. Terms of Reference

To carry out its objectives, the Commission, under the guidance of its Chair and Steering Committee, and in close collaboration with the Director General and staff of the IUCN Secretariat designated by the Director General, will:

- (a) maintain and augment a network of scientists, conservation professionals, and dedicated lay conservationists to assess the status and conservation priorities of particular taxonomic groups of animals and plants, and to advise on the action needed to safeguard their future;
- (b) reinforce its network to apply expertise in important conservation methodologies, such as the sustainable utilization of wildlife, monitoring the effects of trade in wildlife products on wild populations of species, the reintroduction of species into their former ranges, controlling populations of introduced species, improving the application of veterinary science to wildlife management, captive breeding of threatened species, and the conservation of genetic diversity at the species and population levels;
- (c) ensure that recommendations arising from the network are carefully targeted so that they are relevant at local and national levels, and readily usable by IUCN member organizations, and governments in implementing action;
- (d) develop a regional structure for the Commission to increase its effectiveness in all parts of the world, and to ensure broader participation by the conservation community in action plan and policy development;



- (e) ensure that all recommendations of Specialist Groups, and especially those which involve potentially controversial issues such as setting conservation priorities, captive propagation, collection of wild species, re-introductions, eradication of exotics, and sustainable utilization are adequately reviewed by appropriate specialists and involved agencies prior to their presentation to government and other management agencies for implementation;
- (f) place species conservation within the broader context of habitat management and restoration, including consideration of underlying social, economic and political factors that threaten biological diversity, through close collaboration with other programmatic elements of IUCN;
- (g) cooperate on inter-commissional task forces, covering such subjects as global climatic change, education and training, communication and conservation strategies.

## 5. Structure and Organization

IUCN's Species Survival Commission harnesses the skills of a global network of experts committed to the conservation of plant and animal species. To make these skills available to the worldwide conservation movement and to fulfil its mission, the Commission operates in the following ways:

### (a) Network Management

- plans general strategies of approach and organizes work at local, national and regional levels with regard to taxa, themes and special disciplines;
- attracts financial and human resources for information-gathering, analysis, action planning, communicating, implementing and evaluating programmes;
- evaluates work process and products, compares these with other programmes and organizations, and revises work plans accordingly.

### (b) Programme Execution

#### Internal Process

- gathers information on status of species and factors affecting likelihood of their survival;
- devises plans for conservation of species and their habitats by analysis of biological data and consideration of human factors.

#### External Product

- communicates conservation strategies, action plans and policies to the SSC network, to other components of IUCN and to outside organizations and agencies;
- initiates actions towards saving, restoring and wisely managing species and their habitats.

In order to operate most effectively along these lines during the Triennium 1994-1996, the SSC will be structured as follows:

- (a) **Chair and Steering Committee.** The Commission administration will be carried out by the Chair with a Steering Committee, which will have up to 20 members, providing geographical and interdisciplinary balance in formulating policy and setting operational directions.
- (b) **Roll of Honour.** These are people who have made major contributions to species conservation in general and to SSC in particular.
- (c) **Regional Members.** SSC regional members will be appointed, with particular emphasis on incorporating senior figures in wildlife conservation and management from both government agencies and non-governmental organizations. Such members will, to a large extent, constitute part of the delivery mechanism for the technical recommendations arising from the Specialist Groups.
- (d) **Specialist Groups.** SSC will maintain a network of Specialist Groups, which will include scientists, conservation professionals and dedicated lay conservationists. These Groups will be organized to provide broad coverage of taxonomic groups of animals and plants, as well as of important interdisciplinary conservation methodologies.
- (e) **Cooperating Organizations.** Cooperating Organizations are appointed to SSC for two reasons: first, as recognition of the logistical and financial assistance that many organizations provide to the SSC, in particular to the Specialist Groups; and second, to form part of the delivery mechanism for conservation action, which needs to be linked as closely as possible to the work of the Specialist Groups.
- (f) **Members Emeritus.** Members Emeritus are those who have served the Commission in the past but who have stepped down from active day-to-day service to the Commission.
- (g) **Regional and National Networking.** During the 1994-1996 triennium, the SSC will improve its networking at national and regional levels, with a

particular emphasis on ensuring that recommendations of the Commission are available to the various national and regional authorities concerned with implementation. The Commission will encourage national and regional groupings to develop as appropriate to meet local needs, rather than by imposing such structures in a 'top-down' manner.

The SSC Programme will be managed at a global level from the following four offices: a) IUCN Headquarters

in Gland, Switzerland; b) the SSC Chairman's Office in Chicago, USA; c) the office of the Captive Breeding Specialist Group in Minneapolis, USA; and d) the office of the Trade Specialist Group in Cambridge, UK. During the triennium, the programme will be managed increasingly on a regional basis. Interaction with the regional programmes will be principally through regional components of the SSC network that will be established as relevant staff are placed in the Regional Offices.

## Annex 13

# Citation for the Award of the John C. Phillips Memorial Medal for Distinguished Service in International Conservation to Professor Vo Quy

Dr John Charles Phillips was a pioneer of the conservation movement. Born in 1876, he specialized in medicine and zoology and made significant contributions to science, particularly in taxonomy and genetics.

Dr Phillips worked constantly to increase public awareness of wildlife conservation. He was vitally concerned with international cooperation for the conservation of nature. In his memory, his friends established a Memorial Medal recognizing outstanding service in international conservation, and entrusted the awarding of the medal to IUCN.

The IUCN Council resolved to award the John C. Phillips Medal to Professor Vo Quy.

The citation reads as follows:

"In recognition of your lifetime dedication to the conservation of nature and natural resources, your pioneering work on a National Conservation Strategy for Vietnam and your strong support for IUCN's activities in the field of species survival and protected areas."

### Professor Vo Quy

Vo Quy, who has a doctorate in ornithology, is founder and director of Vietnam's Centre for Resource Management and Environmental Studies. He is a former Dean of Biology at the University of Hanoi and is the chief architect of Vietnam's National Conservation Strategy. He is author of *The Birds of Vietnam* and the country's foremost educator with some 40 years' teaching experience. Under his guidance the war-torn country of Vietnam has undertaken an ambitious tree-planting campaign, established over 90 protected areas, and was the first country in south east Asia to join the Ramsar Convention.

Vo Quy is the recipient of a number of international honours, including the WWF Gold Medal and the

Global 500 Award from the United Nations Environment Programme in 1992.

### Acceptance speech by Professor Vo Quy

I am deeply moved that the IUCN Council has selected me as a recipient of IUCN's highest conservation award, the John C Phillips Memorial Medal.

It is not only a great honour for me, but it is a great honour for our country, our people, Vietnamese scientists and conservationists.

I share this medal with my colleagues and my friends who work in Vietnam and many countries around the world and who have helped and supported me for a long time. I would like to extend my sincere thanks to IUCN, WWF and many other organizations which have given me great support over the years. I would also like to express my sincere thanks to earlier IUCN Medallists and WWF Gold Medallists and Members of Honour. All of these leaders have shown me the way that I now follow. It is because they have created and pioneered the path of conservation that Vietnam can now follow in their footsteps.

As most of you know, the longest journey begins with the first step and my country has a very long journey to make until it reaches its goal of repairing and restoring its war-damaged and wounded environment.

We, like all countries, but particularly in the developing world, have a very big job in front of us. We think big—we think on a grand scale—but we begin small, and we work, step by step, to achieve our conservation aims.

We in Vietnam are aware of the fact that the future of the Vietnamese people and our welfare depend on our natural resources which have sustained us for thousands of years. We know, too, that we must develop and use some of these resources, but in such

a way that it does not harm—but rather helps—the environment. As the door to economic investment opens in Vietnam, the challenge of developing our country and at the same time improving the state of our environment is more difficult than ever.

This task of developing the country's rich resources in a sustainable way is the biggest and most important challenge facing Vietnam today. Without a healthy environment and a sound agriculture base, we cannot have a healthy economy. Sustainable development and conservation must work hand in hand, or as we say in Vietnam, with two hands—that is, in total harmony and agreement.

In order to explain how we are bringing about our conservation objectives, I would like to tell you about a few of the ecological problems which Vietnam, like so many other poor countries, faces and what we have done and are doing to overcome them.

Vietnam has two major problems: over-population and deforestation. The population of Vietnam is over 70 million today, but we are trying to bring population growth down to zero as soon as possible. It is critically important that this be done now, and all families are asked to limit themselves to one or two children.

The other major problem, which seriously affects most developing countries, is deforestation. Many areas in Vietnam are eroded because of our country's growing demand for firewood and timber for construction, and the fact that we lost over 2 million hectares of forest and farmland to defoliation and bombing during our last war.

Recognizing that forest loss is the single most serious factor threatening the long-term productivity of the country's renewable natural resources, we are carrying out a great planting programme in order to regreen our war-scarred land and correct the mistakes of rapid development. The aim is to reforest 40-50 percent of the countryside by the 21st Century. In this way, we hope to re-establish the ecological balance in Vietnam, to preserve biodiversity, and to do our part in delaying global warming. To grow one or two trees is very easy, but to plant hundreds or thousands of hectares of forest is not simple, especially under the conditions of compacted, leached earth and dry, blazing climate now found in areas that were once cool, moist and fertile.

First of all, we know that in order for any of our efforts to succeed, we must have the support of the local people, so we have begun public awareness and agro-forestry training in local villages and schools. Throughout Vietnam, the villagers are setting up tree nurseries. Every winter, during our Annual New Year Festival, we celebrate with a tree planting. All students in Vietnam must also plant trees every year. Primary

school students plant one tree, secondary school students plant two trees and high school students must plant and care for three trees.

Before 1985, when we first launched our National Conservation Strategy, we were planting only 60,000 hectares of forest annually and losing 200,000 hectares. Today we are planting 200,000 hectares of forests every year and our goal is to plant 300,000 hectares a year as soon as possible, even though this is not enough to compensate for ongoing forest destruction.

Many years ago, reforestation in Vietnam was based on monocultural production of timber, but there are few convincing examples of successful large scale and long-term tree monoculture in this country.

Today, we are developing a village-level process where local people produce large numbers of seedlings of indigenous tree species for planting around villages, in adjacent areas or for reforestation projects, without the need for setting up and maintaining orthodox tree-nurseries.

Vietnam has a wealth of plant and animal species. It is estimated that there are about 12,000 species of higher plants. Some 4,822 species of vertebrates, including about 2,000 species of ocean fish, are known, in addition to many thousands of invertebrate species. These groups show a high degree of local distinctiveness, with many endemic species of great conservation interest.

Remarkable discoveries are still being made. In 1992, a new species of large mammal, in a new genus, was found in the remote mountainous region of Hatinh province. The name of this new mammal is *Pseudoryxnghetinhensis*. Hatinh also is the province in which some years ago I discovered the last pheasant to be scientifically named, *Lophura hatinhensis*.

As in most other developing countries in the world, the loss of biological resources in Vietnam is due to the conflict between demand and supply: natural resources are limited, but people's demands are increasing daily. In addition, in recent years trade in biological products and many species of plants and animals has increased dramatically. This has led to the destruction of tropical forests and threatens many species with extinction, including even some common species.

Vietnam has made only limited progress so far in saving biodiversity and establishing protected areas. Nonetheless, the Government of Vietnam started to establish nature reserves as early as 1962, when it declared the first National Park at Cuc Phuong. Further extension of the reserve system was impeded by the war, but since 1980 it has proceeded very quickly.

Vietnam is making great efforts to establish a wide range of nature reserves to protect most of the major types of wildlife habitats in the country. A list of 87

protected localities was approved by the Government in 1986. This places under protection an area of 1.2 million hectares, constituting 3.3 percent of the country's total land area.

Vietnam recently established a number of special protected areas, including Tram Chim Reserve in the Mekong Delta for the endangered Eastern Sarus Crane and Xuan Thuy Reserve, the first Ramsar site in Southeast Asia, in the Red River estuary for migratory birds.

However, in re-examining our list of protected areas, we have found that many ecosystems, habitats and endangered species are not yet included. We have proposed to extend the protected area system to a target of 2 million hectares, constituting 6 percent of the country's total land area. Vietnam has 25 important wetland sites. Therefore, it is necessary to establish wetland reserves to effectively conserve the wetland ecosystem and its plentiful fauna and flora, and some protected areas for the conservation of marine ecosystems and valuable sea animals and plants.

Yet, as Jeffrey McNeely, Chief Conservation Officer of IUCN, recently noted, even with its economic difficulties, Vietnam is making a valiant effort to conserve its biodiversity, with a protected area system nearly twice that of the Philippines, and similar to that of Malaysia. It has banned the export of logs and is planning a significant expansion of its protected area system. This investment of scarce land resources in conservation is well justified, as Vietnam has more species of mammals and birds than any of the comparable countries in the region (J. McNeely, *Biodiversity Conservation Strategy Update*, Vol.5, No.1, 1993).

The most difficult task for protection of Vietnam's reserve areas and national parks now results from the presence of settlements of local people inside these areas. These people carry out shifting agriculture, hunting, and forest-product exploitation for their subsistence and hence present obstacles to protection activities. Since 1987, the Government has carried out a policy of resettling these people outside park boundaries and providing them with basic necessities. This programme was initially undertaken in Cuc Phuong National Park and has already had some success. But experience has shown that cooperation with local residents and recognition of their needs is a more effective means of protection than relocation alone. Buffer zones must be set up to provide employment for local people so that they do not put any pressure on the protected areas themselves.

This first experiment offers great promise for our country in conserving and saving our protected areas, our biodiversity; but it also demonstrates how difficult and costly the process of organizing and managing the

protected areas is in a poor and overpopulated country.

We are saving our biodiversity, our endangered species. We have been compiling a list of threatened and endangered species for Vietnam's Red Data Book. The Fauna Section has been completed and published. The draft of the Flora Section will be finished soon. Official protection should be granted to 365 animal species and 350 plant species. And most important, the Vietnamese Government has decided to join CITES and the National Assembly has passed legislation on environment protection, which covers the creation and maintenance of a policy to foster and continue the present pattern of economic growth while preserving the country's environment.

As I said, we have begun small, but we have big plans. We are trying to conserve our nature and we will replant the entire denuded land with a green cover. Then, the people can return to their homeland and we hope the wildlife will also come back to this area.

As an ornithologist and a field biologist, I am happy to say that our wildlife is coming back—and that is because the local government and people have begun working together.

One of the finest examples of this is the Tram Chim Crane Reserve, an important wetland site in the Mekong Delta. Thousands of birds used to live in Tram Chim up until around 1950. As war activities increased, the Eastern Sarus Crane and many other birds decreased in numbers and finally disappeared.

In 1986, the people in Tram Chim declared the wetland site a Crane Reserve. They also began replanting trees, building dykes, and creating artificial islands, where they hope that the cranes will dance or breed once again. Now there are about 1,000 cranes in Tram Chim and many other species of birds have been returned.

The cranes have "danced" in Tram Chim for the first time in nearly 40 years, and we are hoping they will also breed there soon. We are trying to create and maintain a peaceful and safe area for them but this is not easy because of the growing human population and economic pressure on the reserve. We are in constant dialogue with the local people of Tram Chim and the newcomers moving into the area seeking land, fishing grounds and a better quality of life. We are also working with scientists in Laos, Cambodia, China, Thailand and all the countries where these cranes used to live, so that the birds can dance again and fly freely—without fear—across all frontiers and find sanctuaries where they are welcome by people who appreciate their beauty and benefit from their presence.

## Annex 14

# Farewell Speech by the outgoing Director General, Dr Martin W. Holdgate

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On occasions like this, the easiest course is to sink into polite platitudes: to tell everyone how wonderful they are, and how great it has been working with them. That way, you upset nobody and bow out on a wave of candy-floss.

I think that would be a waste of time.

I want, instead, to say something serious about IUCN as it now is, about the General Assembly—and its blemishes as well as its strengths—and about my vision of the future.

Six years ago, we were about to meet at the 17th Session of the General Assembly, in San Jose, Costa Rica. I was about to become Director General. In fact, my retirement party from the British Civil Service took place exactly six years ago tomorrow.

What was IUCN like then?

My impression of the General Assembly was of a relaxed, friendly, gathering of conservationists meeting to chat about family business. The focus was on nature conservation and how to achieve it. The workshops were lively, interactive and not very tightly structured. There was very little debate over world political issues. The resolutions and recommendations did not seem to absorb all that much anguish or energy. We had time for excursions. There was little politicizing—and indeed the sight of the delegates from the European Community State members holding a concertation over breakfast by the pool was greeted with mild distaste. Delegates were first and foremost, individual conservationists, contributing to the family reunion. True, we agonized over trimming the budget, and I was alarmed to discover the organization was technically insolvent—but the old hands seemed to treat that as all in the normal way of IUCN business (if business was the right word).

So—I came to IUCN feeling that while there were challenges afoot, compared with heading about one-third of a major Department of State, handling what Britain did and did not do about pollution, conserva-

tion and international environmental affairs (and, incidentally, privatizing the national water industry), managing a tiny outfit with a budget of SFR18 million and a staff of about 100, would really be rather easy. "Like falling off a log" I said to my wife.

Six months later I wrote a paper to all staff entitled "Six Months of Glandular Fever". Sorry about the pun.

As I recall it, I expressed disillusioned concern. Although I was impressed by the dedication and expertise of my colleagues, I was troubled by the lack of true collegiate spirit. By the lack of a common vision. By the fact that each group in the Secretariat and each Commission seemed to elbow their way into the resource queue with little sense of belonging to a Union. By weak governance on the part of the Council. By an opportunistic, short-term style of working, scrambling from one donor cheque to another. With little sense of belonging to, and serving, the members.

I seriously considered leaving.

So—where are we now? Superficially, the signs of success are all around us. The budget has trebled. We have financial reserves, although not enough. There is a collegiate atmosphere in the Secretariat. Although the Headquarters, and each Regional and Country Office, can still all too easily look inward, and brood on distant wrongs, we are much more of a worldwide, united, network. We are, I believe, closer to our members. We are, I am sure, taken much more seriously. *Caring for the Earth* was only one in a swelling tide of publications that has lifted our standing, image and influence.

This General Assembly has shown up-side and down-side consequences of that development.

Up-side—we now have 810 members. We have had over 1100 registered participants, not including staff. Several Ministers have found time in their very busy lives to come and participate. The developing country presence has been strong. We have had some outstanding workshops. The Assembly has been a

focus for a lot of invaluable contact-building and interchange. We have agreed on a Mission Statement, a Strategy, and a way forward that can, should, must, transform the nature of the Union and the way it works.

Down-side?

I am deeply worried that just at a time when the United Nations is beginning to realize that it cannot go on in its accustomed mode, the UN virus is beginning to infect IUCN. While it is inevitable—and right—that decentralization to regional and country level will stimulate regional meetings of members, I believe that IUCN must be a Union of members from regions and countries, not a collection of regional caucuses. And each region must listen to other regions, and recognize that culture, circumstance, priority and approach must be different from region to region, even if we share a common goal. To quote Kipling: "The wildest dreams of Kew are the facts of Khatmandu".

Second, the spirit of Union has in my view weakened over the six years. Take the debate on Resolutions and Recommendations. People have used phrases like "the NGOs want...", "the State members from Europe believe ..." and have often talked past one another rather than joined to see how we can support one another. If IUCN ever becomes primarily an NGO forum—or primarily an intergovernmental forum—it will, in my view, be time to order the coffin.

One particular example. Yesterday we spent a long time on resolutions and recommendations. Excellent work had been done in contact groups to bring delegations together. Just as it should be in a Union. But on the floor our convoy of ships scattered alarmingly at the first rumble of distant gunfire. Many State delegations—to continue the nautical metaphor—slowed down, dropped anchor and hoisted signal flags saying "Please note we are not in this convoy just now—we abstain". Some NGOs, meanwhile, eager for a presumed victory, hoisted the Jolly Roger (the pirate flag for those not of anglo-culture) and made all possible speed, guns blazing...

I really do think we must try to do better than that. I entirely agree that we must value the diversity of views in the Union, and respect the sincerity of those that feel they must strike an independent note. But if members truly believe in the Union, they must, in my view, be willing to adjust their positions towards the common good.

Deep within my concern is my third fear that this session of the Assembly has been divisive and at times inconsistent and retrograde. It is now nearly 15 years since the World Conservation Strategy emphasized that conservation can only be achieved within

pathways of development that meet human need, ease poverty, and give hope. Equally, unless development is grounded in conservation, guided by scientific understanding of the properties of the biosphere, and sensitive to social and cultural diversity, it will fail. The time has come to end sterile, circular arguments over the balance IUCN should seek between conservation and development. We now have a balanced Mission Statement: for heaven's sake let us now stick to it, work for it, and stop arguing about it for at least another 20 years. And let us tie our Programme tightly to that Mission, focus it, and resist being pushed into fields of operation—or of advocacy—that lie outside IUCN's recognized international competence.

Fourth, the General Assembly is, in my view, becoming unmanageable. Of course this is the price paid for success. More members. More countries. A wider spectrum of views. Fine. But the pattern of the General Assembly has not changed since the easy days when we had maybe 600 participants, 500 members, a family atmosphere and perhaps 40 Resolutions.

It has almost broken down this time—and carried several of my staff near to breakdown. There will have to be a new pattern in future.

All that sounds negative. And I believe that indeed this Assembly has brought us to a parting of the ways. One way, "business as usual", will not, in my view, get us very far. The other involves a new culture.

Looking ahead, I still feel the potential of IUCN is immense. And this General Assembly has adopted some positive, constructive, decisions:

- .. We have a clear, balanced Mission Statement and a strategy for the future.
- .. We have a commitment to make the IUCN Secretariat a decentralized, enabling, supporting network linking closely to the membership and building members much more strongly into policy-making, programme development, and programme execution.
- .. We have re-emphasized the value of the voluntary system, represented by the Commissions and agreed they must be strengthened and their work fully integrated in the programme of IUCN.
- .. We have endorsed the need for a hard look at our governance, making the General Assembly a more effective business occasion as well as a World Conservation Congress, making Council a more effective instrument, and reviewing our Statutes to adapt them to today's world.
- .. We have had some excellent workshops: the main, if not the only part of the Assembly visibly to

address our theme "Caring for the Earth and its People".

But all this, frankly, is trivial fine-tuning compared with the challenges ahead. Many here have criticized the Rio Conference for evading major issues and producing less than authoritative outputs in the shape of the Rio Declaration and Agenda 21. But—we have been here in Buenos Aires for almost as long as the Governments were in Rio. Have we anything to write home about? Has IUCN come near to realizing its potential in the world? Will historians 50 years from now even remember this body?

If IUCN is to realize its potential it must lead from its strengths. It must build on its role as the leading international forum, network and assembly of professional bodies and experts in the linked fields of conservation of nature and biological diversity and the sound management and sustainable and equitable use of living natural resources. It must speak, if not with one voice, with the harmony of many choral voices rather than the cacophony of divisive argument. Its members must stand together—not score debating points off one another or opt out of key decisions. It must unite its governmental and non-governmental members and, as the President said in our Opening Ceremony, be a body neither of East nor West, North nor South.

But if we really want to change how people live: how they relate to one another and to the planet their country: how they care for it and each other, we have to get onto the campaign trail. We have to promote *Caring for the Earth* and its message. We have to get the lessons learned in our workshops at this session across. And this can only be done if we understand the nature and power of the Union better.

If you think of IUCN as just the Secretariat—forget that influence, for 500 people, however dedicated, can do little. Even augmented by the 6000 dedicated indi-

viduals in the Commission networks, we are a trivial force.

But if IUCN is seen as a Union of its members and its members' members: if it delivers a clear, compelling message that all of them can promote, in harmony with the world's diverse social values and traditions, moving with the grain of human culture and belief, we can do a great deal.

It has been a privilege to serve this Union for six years, on the trail that led from Costa Rica through Perth to Buenos Aires, and with many fascinating by-ways in between. I would like to end by paying tribute to, and thanking, all those who have guided and supported me. To you, Mr President, to your predecessor Dr Swaminathan, to Councillors present and past, to the many friends and colleagues in our Commissions and worldwide membership, and to my staff at Headquarters and in the regions. It has been both educational and inspiring to tour the world and see how much first-class work IUCN is doing, on the ground, in the forests and villages, with the people we need to serve.

Last of all, let me thank those who have supported me personally and tolerated me when pressures and my own limitations made me less than easy to work with: Mike Cockerell, and many other senior colleagues in Switzerland; Estelle Viguier who has been the finest personal assistant I have had in my career; and Elizabeth my wife, without whom I could not have done anything.

I wish the new President and Council, and my successor David McDowell, every success in the future. Old Directors General should, I am sure, fade away, but I will be watching IUCN with hope and confidence from the courts of Cambridge, and like all who have once been drawn into its net, will remain a lifetime supporter.

Thank you.



## Annex 15

### Speech by the incoming Director General, Ambassador David McDowell

You have just heard an example of the authority, the erudition rooted in a sound science background, which Dr Martin Holdgate has brought to the Director Generalship. So you will understand that it will be with temerity—not entirely derived from our respective physical proportions—that I shall seek to step into his shoes in early April. The Assembly should know that Martin and Elizabeth Holdgate could not have been more forthcoming or more gracious in welcoming my wife and I to the IUCN family. We had a couple of very informative sessions together in Tokyo in early November. I trust that we can remain in contact and continue to benefit from the wisdom and experience of these two very special and very gifted people.

May I say how much I have personally enjoyed this first visit to Buenos Aires. As always the progression of the jet age traveller from airport to hotel to conference room to hotel to airport is frustrating but through the generosity and hospitality of our Argentine hosts, we have been able to absorb something of the flavour and spirit of this vibrant and very beautiful city.

Secondly, may I respond to those of you—not a few—who have enquired anxiously whether I have been daunted by this brief introductory glimpse of the Union at work. My answer is no, I am not daunted.

For someone who has sat through seven UN General Assemblies this has been an exercise in comparative restraint and decorum.

I have been uplifted by the quality of the discussions and the insights which have come particularly from the small working and discussion groups.

I have been cheered by the degree of what seems to be called in IUCN-speak, collegiality—the give and take in discussion, the tolerance of the viewpoints of others—and by that vitally important part of meetings like this, those quiet little sessions in the corridors and coffee bars where contacts are

made, networks widened and much of the real work is done.

I am finally encouraged by the company I am now keeping—by you. It is great to be working once again with a bunch of people who have a passion in life, who have a commitment to this earth and its people and are prepared to give of their time voluntarily and often freely to the cause. In the end that is why I am here.

But I am daunted by one aspect: by the magnitude and urgency of the tasks before us. These elements of the extent and immediacy of the conservation problems many of our members face has been brought home forcefully to me by my talks with regional groups these past days. For many of our members achieving a situation where, in the words of the Mission Statement, the integrity and diversity of nature is conserved and the use of natural resources is equitable and ecologically sustainable, is not just an intriguing scientific, social or philosophical endeavour but a pressing and immediate requirement.

This Union cannot do it all. Our budget, by comparison with the big development institutions, is a very modest one, much of it restricted in its use. So we must move quickly to realize the as yet unrealized potential of the Union—playing to its strengths, undertaking those tasks for which we are best fitted, filling the niches only we can fill. That means exploiting the hybrid nature of the Union, drawing upon the resources of all sectors, and building up what I personally see as the hidden strengths of this outfit:

we must mobilize much more effectively the huge potential of the Commissions and draw more actively on the networks of expertise and experience they represent;

we must work with and through the non-governmental organizations which form such a significant

proportion of our membership, including helping build the strengths and capacity of the NGOs of the South; and

in the words of Workshop 10, we must forge global alliances that work. I regard it as a priority task, once I have had time to review and, where necessary, restructure the Headquarters set-up, to make contact with those international institutions and organizations with which we should be working closely. We cannot stand aside from the post-Rio debates and action; we must, playing again to our strengths, be a part of them. We must (if I may be permitted a rugby player's metaphor) join the scrum and contest possession of the ball, not simply lament plaintively from the sidelines.

I have listened with fascination, not unmixed with moments of exasperation, to the debate about conservation and development. It provided a vivid illustration of the fact that we are a very representative assemblage. At times I wondered if some of our people recalled the content of the documents and declarations signed at Rio 18 months ago. Although the philosophical divide is wide and each side is responding to very different pressures I could not help thinking that the debate was to some degree one of semantics. Perhaps I missed something. Perhaps I have not yet cracked the codes. But I trust it was not just my conflict resolution training which kept telling me that the advocates in the middle 80 per cent of the opinion continuum were in the end on the same team. And that they need each other.

My reading is that while legitimizing the concept of sustainable development, UNCED at the same time legitimized the role of conservationists in helping determine the course of global history. Let us not walk away from the top table having been invited to it for the first time.

One of the species survival techniques used in my country is to move endangered or threatened species to rodent-free offshore islands where there is plenty of shelter and food. There is no such offshore haven for this organization. We must adapt or our functions will atrophy. I am cheered by the adaptations you have put together at this Assembly. I welcome the ideas for reform of the Assembly itself, the Council and the Secretariat and the relationships between the three. They have the potential to strengthen this Union. I assure you that the Secretariat in my time will make a wholehearted endeavour to make the reforms work.

That will require a cultural adaptation of some proportions in Gland. So will the instructions you have handed down on achieving North/South proportionality, equality of opportunity and gender

equality in Headquarters. Martin Holdgate has mentioned the practical difficulties in some of this. We are going to have to adopt some creative approaches to move things along. Some positive discrimination, like actively seeking out candidates to make sure we have choices at recruitment time, may well be called for. Some pain will be unavoidable. Merit will remain the criterion. I will work hard on all this. Do not expect a complete turnaround by the next Assembly.

May I add that I was not distressed that these issues, including the coincidences of the so-called Northern origin of the Director General and the President, were aired so freely. It is healthy to get such matters out on the table and to work on solutions. I am sure the coincidence will not recur. I agree wholeheartedly with the principles of equity and proportionality which underline the debate.

A final thought on adaptability relates to our claim to be a global Union. It does not look that way from the perspective of Tokyo. Unprecedented pressures on the regional environment of North Asia—and of Southeast Asia—are occurring at this time and will mount, given the rates of growth being promoted in that part of the world. Yet the bigger countries of these areas are only marginally represented in our membership. From the perspective of Buenos Aires it is also clear that we have further work to do in building on the enthusiasm of the present membership to expand the presence of all of Latin America in the Union. You have enjoined us to get on the front foot in regard to seeking out new members. We shall do so, working with the Council.

May I briefly exploit my interim position of being an observer at this Assembly, rather than its servant.

I implied earlier that there were features of the UN General Assembly which I would not wish to see reproduced in this Union. One is the resort to constant voting on rafts of resolutions—and to voting in predictable blocs. In a Union like this the need to resort to voting would usually signal a failure to achieve a meeting of minds, a breakdown in the important process of reconciling the range of views which is manifest here and which is one of our strengths. The occasional vote on matters of fundamental principle will be unavoidable. But we risk losing hybrid vigour if, for example, we were to split constantly on government/non-government lines or on hemispheric or regional lines.

The latter danger—of retiring into rigid hemispheric or regional blocs—is the only risk I see in the otherwise positive trend towards decentralization and regionalization of our work. We all know that the great conservation issues of this day are no respecters of arbitrary national, regional or hemispheric

boundaries. Let us retain the capacity to think and act flexibly, to think and act globally as well as locally, and to use the highly unique composition of this Union to advance causes in a positive way.

May I conclude by returning to the theme of the urgency of the tasks before us. This is the Decade of Indigenous Peoples. The Maori of New Zealand have a whakatauke, a proverb, which is in form of a question directed to the many who gather expectantly at harvest time to take part in the consumption of the crops. The Whakatauke enquires, "i whea koe i tangihanga o te riroriro?" Which translates into, "Where were you when the riroriro, the grey warbler, sang?" The grey warbler sings in the springtime, the time when the work of digging and cultivating the kumara, the sweet potato (a gift of South America to the world)

is taking place. The whakatauke is saying that if we wish to benefit from an endeavour then we must first put in the hard work in the springtime. It is the springtime for conservationists now. Let this Union not be found wanting now that the hard work of conservation has to be done. I hope that I am not being too apocalyptic in suggesting that the alternative to joining the planting and eventual harvesting of the kumara is to reap the whirlwind.

Professor Vo Quy left us with a message of hope: the cranes are dancing again in Tram Chim. Let us make the cranes dance again all over the world. And let us take inspiration also from the people of Vietnam as they seek to attain ecological sustainability. I look forward to working with you all in these great endeavours.

## Annex 16

### Speech by the incoming President, Dr Jay Hair

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Thank you friends and valued colleagues for the wonderful opportunity you have given me to serve you as IUCN President. Before making a few comments, I would like to say a special thank you to Maria Julia Alsogaray and all of our friends from Argentina for making this such a wonderful General Assembly. I would also like to pay a special tribute to my fellow Councillor Jose Pedro from Brazil who has done such a splendid job as the IUCN Council liaison for the Assembly. And special congratulations to Dr Vo Quy, my dear friend from Viet Nam, for having been awarded IUCN's highest honour, the Phillips Medal.

I also thank all of those who served on the Council for giving many, many hours of distinguished service. To those who are volunteers through our Commission networks and those who volunteered so well at this General Assembly, we are all in your debt. It has also been a very distinct privilege to have become good friends with many of the members of the IUCN staff and to have developed a close personal and professional relationship with Dr Holdgate. And now I am especially anxious to get on with the work of IUCN that David McDowell, our new Director General, and I share.

In my first public remarks as President of IUCN - The World Conservation Union, I would like to address two themes. The first is governance and the other is the IUCN mission and membership.

In terms of governance it is time for us to undertake a comprehensive re-evaluation of why we bring the world's leading conservationists to this kind of General Assembly. We need to re-evaluate the size, the purpose and structure of this meeting so that we move from a position of an adversarial kind of contact to one that enhances the development of positive partnerships. In the Council, we will soon begin evaluating the strengths, diversity and expertise of our newly elected Councillors. As specified in the IUCN Statutes, we will be selecting five additional members to join us.

I will form a new Task Force to begin that process. Once we have the full complement of Council members at our May meeting in Gland, Switzerland, we will identify four Vice Presidents who will have important leadership responsibilities to serve the members of the Union over the next triennium.

We will also have important Committee assignments. We already have the Committees for Business, Programme, Membership and Nominations. I will be proposing to the new Council that we form a new Standing Committee called Constituency Development and Governance (or something similar to that) to deal with very critical issues of how the Union relates to itself. As difficult as some of the discussions have been over the past few days, it was necessary to have those kind of discussions on governance. Now, not only have the issues been aired, but we have a clear mandate for a comprehensive, reformed and new direction.

You have my absolute commitment that principles of transparency and equity will be incorporated into our review of the IUCN Statutes. I will be asking the new Council to accept my recommendation that a special Task Force be formed to begin to work immediately on the process of reviewing the Statutes and bringing them up to contemporary needs. I will ask the Council to approve Nick Robinson, the Vice Chair of the Commission on Environmental Law, to lead that endeavour. We must focus on clarity of purpose, we must resolve these governance issues and we must ensure that for all of time, the questions of equity of representation in terms of geographic balance and gender balance become the standard operating norm for IUCN. To handle this complicated process with the membership we may need to have something similar to a PrepCom session (i.e. a preparatory meeting where some of these important statutory issues are developed and debated with members), before the next General Assembly.

In addition we need a much better understanding of what IUCN's policies are. We have spent hours, indeed days, debating Resolutions and Recommendations. It is essential that we tease out of these texts a coherent body of policy to guide IUCN and its members. IUCN is a Union of members, who, if they are to be effective members of this Union, must be bound by these policy directions just as is the Secretariat.

My second point deals with the IUCN mission and membership. The Mission Statement\* that we worked on for months before the General Assembly, and which we have now made clearer and simpler, has three major components—to influence, to encourage and to assist societies. That does not mean we are going to tell others what is best for them. It means that through our membership, working in partnership with people around the world, we will attempt to achieve the values and visions represented by that Mission.

The Mission Statement goes on to refer to conserving the integrity and diversity of nature and to ensuring that any use of natural resources is done in equitable and ecologically sustainable. We have all felt a tension at this General Assembly between conservation, protectionism and sustainable development. There is no statement that I can make to you more strongly than to note simply that absolute protectionism is not supported by the vast majority of opinion in the world today. We cannot draw lines around unique natural resources and lock them up. This, of course, does not mean that certain fragile ecosystems or certain endangered species do not deserve our special attention and protection. But it is a fool's paradise to think that the world, to think that conservationists of the world, can ignore the needs of people, particularly rural communities, or, that we can be insensitive to the diversity of the world's many cultures.

Environmentally sustainable development is the greatest hope that life on earth can endure. We must always remember that it integrates three key features. The first is the economy—creating real meaningful economic opportunities for people at local and rural levels. The second is the ecology—protecting the environment, conserving natural resources and maintaining global biodiversity. And third, it means something that far too often people leave out—equity. We must focus on the necessity of maintaining the integrity of cultures around the world. We must think

about equity in terms of inter-generational responsibilities as well as contemporary needs. We have no right to deny future generations their fair share and opportunity to a healthy and wholesome world. And today in terms of contemporary equity, those who derive the benefits of economic development must equitably share the burdens of that development.

This brings me to my concluding points on membership. In the light of IUCN's clearly stated Mission, we must now develop equally clear criteria for membership into this Union. In a very fundamental sense members must subscribe to this Mission in their own work. If they do not subscribe to the Mission of IUCN, or to our policies, then IUCN is not the place for them. We should not confuse ourselves that we can be everything to everyone. We have adopted a Mission that charts a clear direction for the Union and for those who desire to be counted among its members.

Let me close by noting that the "nature" of conservation has changed. The question is how do we provide the leadership to meet the challenges of sustaining life on earth. We must integrate the concepts of conservation and environmental protection into sustainable development. And equally important, we must reach out to new stakeholders and include them in our Union. Women, the poor, indigenous people, NGOs from the south, religious organizations, labour, business, trade experts. All of those have a stake in what IUCN's Mission is all about. I fully endorse the notion that IUCN should provide leadership and assist in efforts to launch a global campaign to help the world's communities understand the essential nature of environmentally sustainable development and the role that each individual must play if that goal is to be achieved.

Filially, I am extremely excited about the challenge and the opportunity to serve the members of IUCN. IUCN has come to a point of great significance and accomplishment. During the past six years our current excellence has been greatly enhanced under the leadership of our outgoing Director General, Dr Martin Holdgate. His work, and the work of all of us who have worked hard on behalf of IUCN, can best be rewarded if we build on these past successes to meet the opportunities of the 21st Century. We must create a global partnership for a sustainable, equitable and peaceful world. That is the challenge before IUCN.

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\* "To influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable."

# Closing speech by the outgoing President, Sir Shridath Ramphal

### Backwater or Mainstream?

Workshop 10, which I chaired, had the title: The New International Scene—IUCN's Role within It. It was one of the most stimulating discussions on the environmental way forward in which I have been privileged to participate. At several points we wished openly that it was taking place in the Plenary, so pertinent it seemed to the highest purposes of the coming together of the Union's membership. I am sure we were not alone in thinking so in our Workshop—which itself says something about our procedures. The future shape of the international scene is certainly not a fringe consideration for 40 or 50 IUCN members. It is the scene in which we will have to function in the time ahead. Mission Statements, Strategic Plans, Triennial Programmes—all, in the end, depend for their relevance, and therefore their validity, on the kind of world in which their roles are played. It would be futile, even dangerous, to assume that the future will be simply a replication of the past. Just reflect how much the world has changed even since Perth.

We have entered the 1990s with a record that is tangled and disquieting. Rich countries, and the rich in all countries, have grown richer; the poor nearly everywhere have grown poorer. Communism has collapsed in economic and political ruin, and the Cold War has ended with some gains for nuclear disarmament. But as the post-war era closes, the adjustment from centrally planned to market economies is pointing up a crisis of uneven development in Eastern Europe and new freedoms are unleashing new tribal tensions: ethnic, linguistic, religious. The Gulf War was anything but a glorious experience for the world—and rather specially for the United Nations which was neither able to avert the crisis nor to resolve it in a peaceful manner. And now, Yugoslavia and Somalia in different ways shame us into recognizing how utterly we have failed to fulfil the promises of

freedom from fear and freedom from want with which the post-war era began; and how interlocked are the consequences of those failures.

What are the factors that will reshape the future—the New World in which IUCN must play? And what do they imply for the Union? I limit myself to three: the unequal prospects of people, a shifting economic centre of gravity and the weakening of the nation state. These are not the only factors; but I believe that they subsume many others you might think of, and have a particular relevance to IUCN.

The immediate consequence of recent convulsions is that, almost by default, there is a much greater degree of consensus about economic matters. Centralized, state-dominated, command-and-control, highly protectionist systems have been shown not to work. Governments everywhere now acknowledge that economic policy has to be couched within a broad market-based framework.

Yet, what the convulsions are also doing is to sharpen divisions within and between countries that were subordinated to the ideological polarization of the Cold War. Prominent, perhaps pre-eminent, amongst them is the gulf between the relatively few who are well off—whether people or countries—and the many who are not.

In many countries an enormous gap is opening up between the mass of people and those who, for reasons of enterprise and hard work, but not infrequently of luck, theft, corruption or inheritance, are becoming very rich. Moreover, because there is a near-universal access to global mass media, international income and wealth differentials are increasingly transparent especially to the deprived. A world that is so interdependent in respect of security, economy and environment simply cannot be organized on the basis of oases of prosperity and wastelands beyond.

I do not pretend to understand how, in future, the frustrations of the poor will be expressed. We can be

reasonably sure, however, that there will not always be passive acceptance of what is seen as economic injustice. Almost certainly, Communist ideology will no longer be an attractive organizing principle: more likely, is a cocktail of religious, nationalist, and ethnic movements, and, in some cases simple criminal violence of the kind readily apparent from the streets of Washington to the beaches of Copacabana. How is IUCN going to translate into policy and programmes its 'Caring for the peoples of the Earth'?

Another factor reshaping the future is the shifting economic centre of gravity. When IUCN was founded, about one third of the world's population lived in what are today's developed countries. Now that share is less than a quarter. In about 30 years—by 2025, it will fall to 16 percent—overtaken by Africa alone which will have 18 percent of the world's people. South-East Asia, wherever you draw its borders, already contains many more people than any other part of the world. This changing demographic scene itself changes the world; and it foretells a story of economic change that will go to the very heart of global relations. Already, slowly, steadily, but inexorably, the centre of gravity of the world economy may be shifting out of the OECD altogether.

The latest IMF GDP statistics show that on a Purchasing Power Parity basis—stripping away exchange rate distorting effects—the OECD now accounts for barely half the world economy; China is the second largest economy after the United States, ahead of Germany and Japan; India is the sixth, ahead of Britain; Brazil and Mexico are in the top ten, ahead of Canada; while Indonesia, South Korea, Nigeria and others are substantial players. Of course, there are still big disparities in living standards, and in technological capacity, but it seems fairly clear that, certainly in terms of market opportunities for trade and investment, and all the many implications for sustainability, there is an irreversible shift taking place to what have been some of the poorer parts of the world.

The rich will have to come to terms with economic multi-polarity—and so will global institutions like IUCN. What is needed is a change in perception and attitude: a recognition that the privileges and responsibilities of global economic governance have to be more widely—and realistically—shared.

A third factor is surely the weakening of the nation state. The underlying premise of the post-war economic order was a set of rules and self-denying disciplines among nation states. The rules were not everywhere observed by those who made them, nor the disciples faithfully followed. But we have now a new and serious complicating factor in the erosion of the economic sovereignty—and even the legitimacy—

of many national governments whose collective commitment is the basis of that order.

It cannot be just a coincidence that the governments of so many leading countries face unprecedented domestic unpopularity and demands for major institutional reform; or that so many countries, not just those of the former Soviet bloc, now face powerful centrifugal forces exerted by subnational groups. One explanation is that national authorities are increasingly unable to deliver; that powerlessness, not power, is the dominant reality of national governance. For developing countries, especially smaller ones, loss of economic sovereignty is no great novelty; they never had much anyway. But for the big and the rich, this is a new, and disorientating experience. It is a time for civil society—a time for the NGO communities everywhere—and a time for the kind of interaction between governments and the non-government sector which IUCN is so well structured to provide, provided we are alert to our needs and opportunities.

There is a fork in the road ahead—and the world may reach it sooner rather than later. When it does, it will become clear whether the major players in world affairs are seriously interested in creating an international order based on respect for rules, law, inclusivity and strong global institutions; or are content to let the system drift into semi-anarchy, with narrow, short-term (and, in today's highly interdependent world, obsolete) national interest to the fore—a world in which Caring for the Earth and its Peoples will be beyond the reach of vision and IUCN's grasp.

I called the book I wrote for Rio "Our Country the Planet". The Spanish edition published here in Argentina by Planeta calls it "Nuestro Hogar, el Planeta": "Our Home the Planet". Either way, it speaks to a change in our angle of vision—from a world of adversarial nation states to a global community, what *Caring for the Earth* called "a global alliance", a human partnership for survival.

What will be IUCN's role in that world?

- .. Will it be an agency of partnership—or just a forum of dialogue?
- .. Will its conservation culture keep the fate of people on the periphery of its concerns?
- .. Will we remain silent on the human inequities that lie at the heart of the environmental calamity—what President Menem at the Opening of this Assembly called "the false dichotomy between development and conservation ... both poverty, with its demanding needs and wealth, with its compulsive habits"?

- .. Will we continue to believe that ecological economics belongs to an alien discipline and should not distract IUCN from its well grooved mission?
- .. Will we insist that environmental ethics are soft issues that mar the purity of hard science?
- .. Will we heed the warnings of our External Review or pay only lip service to the problems of image it has raised?
- .. Will IUCN preserve the silences of Rio on critical questions like over-consumption?
- .. Will IUCN's advocacy role continue to make us nervous—even when we have a Mission, a Strategy and a Programme to sell, and a world that needs to be converted to the enlightenment they embody?
- .. In short, will IUCN confine itself to a backwater of nature conservation narrowly defined or venture out into the evolving mainstream of sustainable development where the real issues of planetary survival will be decided?

After three years of the Presidency, I believe IUCN is poised to respond to each and every one of these challenges in an enlightened and progressive way. We have nothing to fear from the world that is emerging save our own self-imposed constraints. If it draws a circle around itself, IUCN will become a prisoner of its own making. This is not a time for circles, but for opening up new space. We know in our minds what we have to do; we must find in our hearts the will to do it and the courage to persevere, however untrod-den the path.

I thank you for the honour you did me of allowing me to serve IUCN these last three years. May success crown the efforts of the Union in the time ahead as IUCN makes a reality of 'Caring for the Earth and its Peoples'—and makes it a reality for a still uncaring world.

Before I formally close the 19th Session of the General Assembly, there are many who deserve our special thanks to whom I extend them most warmly:

to President Menem and his colleagues in the Government of Argentina and very specially the Secretary of State Maria Julia Alsogaray; to all those in Argentina who worked so arduously and without complaint over many many months of preparation and over the period of the Assembly itself—some of whom were visible to us all but others who worked behind the scenes and contributed in like manner to making IUCN's Buenos Aires General Assembly a memorable one; to the translators and interpreters who were so absolutely vital to the conduct of the Assembly and who have been so efficient and uncomplaining in their indispensable roles; to the media, including our Press Centre who took such an interest in our work and helped it to reach wider publics; to the many young Argentineans who have been a part of the Assembly scene making it all work smoothly—and a special word of thanks to Tina—the young lady by my side—who worked the database with unflinching efficiency and made the role of presiding over the Assembly for me and the Vice-Presidents a considerably lighter task than it might have been; and to the Management and staff of this Hotel who have provided a venue of excellence for our work and served us in its highest traditions.

As President of IUCN for these past three years I of course owe particular thanks to Martin Holdgate and the staff of IUCN—Professional and Administrative—for all the help they have given me in innumerable ways. Martin and I are leaving the leadership of IUCN at about the same time. Jay Hair and David McDowell take over. To the new team I extend very personal and sincere good wishes as they take on the mantle of leading IUCN into a new time along paths you have helped to chart for them here at the 19th Session of the General Assembly.

In conveying to all who are gathered here in this magnificent City of Buenos Aires—to all of you—from IUCN's members and friends—the sentiments of gratitude and good wishes I have conveyed to others in more specific ways—I bring the 19th Session of the IUCN General Assembly to a close.



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### Keyand Abbreviations

ST	Delegate of a State member
GA	Delegate of a Government Agency member
NG	Delegate of a National NGO member
IN	Delegate of an International NGO member
AF	Delegate of an Affiliate member
O	Observer
CEC	Commission on Education and Communication
CEL	Commission on Environmental Law
CESP	Commission on Environmental Strategy and Planning
CNPPA	Commission on National Parks and Protected Areas
COE	Commission on Ecology
SSC	Species Survival Commission

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