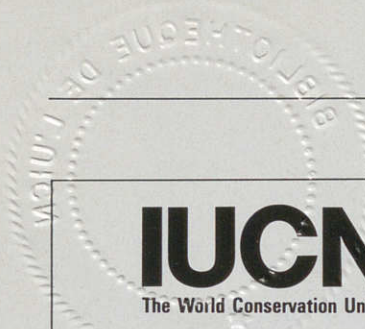


IUCN

The World Conservation Union
BULLETIN



Education, equity, empowerment



IUCN

The World Conservation Union

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CH-1196 Gland, Switzerland

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Telephone: (41 22) 999 0001
Fax: (41 22) 999 0002
Telex: 419 624 iucn ch

Director of Communications and
Corporate Relations: John Burke

Editor: Nikki Meith
Contributing editor: Peter Hulm
French edition: Danièle Devitre
Spanish edition: ICONA, Spain
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*The future of this Zambian girl,
and those of her age everywhere,
depends largely on what her
society offers in terms of
education, equity and empower-
ment, a view echoed at the
Cairo population conference (see
page 27). The Special Report on
"Learning for sustainability"
(page 13) looks at what IUCN's
members and partners are doing
on-the-ground to promote these
values and to widen her
opportunities and choices.*

*The photo is from Zambia's
Bangweulu Basin.*

WWF/Roger Le Guen

Changing the Union: it's time to choose

Times are a-changing. And we will only make a difference in the world if we succeed in realising fully the Union's great potential to achieve and direct that change.

So, at Headquarters we have launched a process to bring staff at all levels into discussions about where the Union should be going and how.

Why are we putting ourselves through this trauma? Why are we adding to a fearsome workload by holding frequent staff meetings and discussion groups and by studying the latest management theories and the lessons to be learned from the experiences of like organisations? Why be even thinking about restructuring and about revising processes and procedures?

I have three goals in mind: (1) realisation of the full **potential** of this Union in carrying out the enormous and pressing conservation tasks before us; (2) increased **effectiveness** in meeting the expectations of our members as expressed by the General Assembly; and (3) greater **coherence** in the Union's policy, activity and approach.

We can be thankful that our effort will be rooted in solid and fertile ground: we have a clear mission and a Strategic Plan agreed by our legislating body, the General Assembly of all members; we have a highly talented and dedicated staff working through an increasingly decentralised Secretariat structure; we have voluntary Commission networks which greatly extend the expertise, impact and outreach of the Union; we have a global partnership of conservation organisations which is unrivalled in its potential; and we have a lot of commitment, goodwill and belief in the Union both within its own membership and regions.

Reassuring as these qualities are, however, they are not enough. We are using only a fraction of the potential of the Union, and particularly the Commission and membership networks. I believe it is here – in pulling together the efforts of the Commissions, the very large and often unacknowledged membership, and a highly talented and committed Secretariat – that the greatest opportunities lie to realise the Union's potential.

Honeymoons do not last long. Mine is already over. We agreed to a timetable by which I would take the hard decisions relating to the redesign and restructuring of the IUCN Secretariat by end of the summer. The background to these decisions has already been set out in the Resolutions of the General Assembly (see Bulletin 2/94), in my paper to staff of 29 June 1994 on realising the Union's potential (available on request), in the reports of the task forces on regionalisation and decentralisation and on membership, and in the various working papers which emerged from a priority setting exercise we undertook in August/September.

It is time to act. The changes outlined in this Bulletin will be made quickly, because they are simply the first step in a longer process. Much of what we seek to achieve in the area of coherence, effectiveness and realising the Union's potential calls for more than a new structure, it demands very different attitudes and behaviour: the proactive reaching out to the membership and the networks; a re-orientation away from Gland towards the crisis centres of global conservation; an integrated team approach to solving the great conservation problems and conflicts before us; and for more strategic interventions in policy formulation. We have to shift gear, think new thoughts, break old moulds and patterns of behaviour.

This is going to be much tougher than changing our structures and procedures. So let's get on with it.

DAVID McDOWELL,
DIRECTOR GENERAL, IUCN

Late news from CITES

Just as this *Bulletin* went to press, the Contracting Parties to the CITES Convention were meeting in Fort Lauderdale. For a brief rundown of the results, see page 7. The next *Bulletin* will contain a more detailed report and analysis of the meeting and its implications for IUCN.

Participation for change

Soon after he took up the IUCN reins, David McDowell initiated the process he called "participation for change", aimed at making the Union a more effective, efficient and influential organisation and a more inviting, inspiring and human place to work. This meant clarifying the Union's organisational priorities, building a closer relationship between priorities and budgets, and in particular developing a more responsive approach to the needs of IUCN members.

The process began with the setting up of three groups at Headquarters to work on greening the new building, on trying to make the work setting and interior design a little less clinical, and on providing a more welcoming and relaxed social environment for staff and visitors.

The process then proceeded from style to substance, and five more groups were set up to work on personnel and structural issues of significance beyond Gland and beyond the Secretariat. The new Council was consulted at its first Headquarters meeting, and dialogues were initiated with all field offices.

Task forces on membership and on regionalisation and decentralisation were assembled, and a committee formed to review the Union's Statutes (reports appear in the following pages).

All these activities, McDowell stresses, build upon the instructions of the last General Assembly to get the Strategic Plan up and running – work now being carried out by an expanded Management Group, through working groups on decentralisation, communications strategies, policy formulation and relations with members and Commissions.

In a memo to all IUCN Staff on 27 September, David McDowell described a number of decisions to be implemented throughout the coming year.

The paper begins in the regions, where the Union's members – and *their* members and constituents – are located, and where more resources must go.

The primary aim of restructuring is to move closer to the membership and the field, the Director General pointed out, but some limited new investment in Headquarters priority areas is also needed.



The photo shows the first of several planned retreats, during which representative groups of staff members focus for one or two days on particular issues. The first was held on the 'participation for change' process; the second on communications.

IUCN/M. Gimenez Dixon

Although restructuring takes time, and field offices cannot expect an immediate bonanza from the "decentralisation dividend", within two years some 15 percent of the total budget now spent on Secretariat staff and offices will be switched to the regions, Commissions, membership organisations including National and Regional Committees, and other networks. Many Headquarters global functions will be decentralised.

Regional and some Country Offices will build their conservation networking capacity, with particular emphasis (on an integrated basis) on strengthening biodiversity, social policy, marine and coastal and/or protected areas work. They will develop their mechanisms and procedures for working with the members, Commissions and the other networks, and foster the further emergence of intermediate structures (National and Regional Committees).

The new structure

The present Regional Affairs Division is now renamed the **Regional Support Group**. Its primary function will be to support and service the Regional Offices, and it will gradually divest itself of the management of field programmes to the Regional and Country Offices (RCOs), with a corresponding reduction in Headquarters staff.

The Secretariat will be restructured into one skill-based group to strengthen integration and networking. This new **Conservation Networking Group (CNG)** – which will report to the Assistant Director General-Conservation Programmes, yet to

be appointed – will bring together the current services (conservation strategies, environmental assessment and social policy) and the programmes (species survival, forest conservation, protected areas, World Heritage, biological diversity, wetlands and marine) into a single, highly-skilled group.

A cross-sectoral team approach to problem-solving will be adopted. The Environmental Law Centre is an integral part of the networking process and will be closely integrated into the work of the CNG.

A strengthened and renamed **Donor Relations Unit** will work to expand the overall resources available to the Union, working closely with the new Conservation Networking Group, the Regional Support Group and RCOs in the interests of integration and coordinated fundraising. The Unit will also help build the fundraising capacity of individual members. A representative Fundraising Committee will be set up provide central coordination and reporting on all aspects of fundraising, including new sources.

The units reporting to the Assistant Director General-Management (ADG-M) will be renamed the **Management Support, Funding and Communication Division**. The **Human Resources Development (HRD) Group** will have a wider training and career development function than the former Personnel Division.

The main issues

The Strategic Planning and restructuring processes require the calling together of several different groups to address major issues. Three such groups met recently to look at regionalisation and decentralisation, consider membership issues and discuss revision of the Statutes.

Opening out

The Working Group on Regionalisation and Decentralisation met 8-10 August to examine in detail the existing regional and national structures in use by IUCN, as well as the decentralisation process of the Secretariat and Commissions.

"The Strategic Plan calls on IUCN to strengthen regionalisation and decentralisation in IUCN," notes Patrick Dugan, Head of the renamed Regional Support

Group. "We already have eight statutory regions and nine regional programmes, and three Commissions have at least some regional structure; there are four regional offices and 15 national offices across the globe, North and South. Still, we need to go even further. This is partly because so many local events are having a global impact – just look at the Sahelian drought of the early 1980s and the many recent humanitarian crises. Our society faces unprecedented challenges, and the Union must reach out to understand them and to help our members, Commissions and partners respond to them on the ground.

"Yet another reason is the growing complexity of the institutions which must address these challenges; solutions can only lie in increasingly localised partnerships," Dugan explains.

The Working Group report is now being fine-tuned, and will feed into Council's debate of the Statutes. Some of its recommendations:

- the Union should adopt a new system of 14 Statutory regions from which 22 Regional Councillors would be elected;
- field projects and regionally focused technical activities should be managed from field offices, and implemented whenever possible by members;
- the needs of Regional and Country Offices should be thoroughly assessed, and the Secretariat structure adjusted to meet them;
- the Commissions should actively recruit members from the South and set up the regional and national structures necessary to harness their expertise;

– there should be greater integration of the Union's technical and regional components, and a series of management workshops should be held in late 1994 to further this process.

Overhauling the Statutes

The last General Assembly agreed that a full review of the Statutes, Regulations and General Assembly Rules of Procedure would be undertaken before the next Assembly in October 1996. Resolution 19.5 established a Statutes Review Committee (SRC), and provided it with a mandate. The 14-member SRC is chaired by Parvez Hassan, Chair of the Commission on Environmental Law and includes one Regional Councillor from each of the eight regions of the Union, one representative from the Commissions, members of the Legal Advisory Committee and the Director General.

The SRC held its first meeting at IUCN Headquarters on 3-4 September 1994. "We plan to involve the members of IUCN as fully as possible in the review process so that when we arrive at the next General Assembly we are already close to consensus," announced Dr Hassan.

Members in the forefront

The IUCN Task Force on Membership was established following Fixed Meeting Week in May this year to become much more responsive to the needs of the membership and other key constituents.

Meeting at Headquarters on 4-5 August, 1994 the Task Force set itself two broad objectives: to give policy guidance on

membership matters to the Statutes Review Committee, and to discuss the relationship between the membership and the other elements of the Union and how best to revise and improve that relationship.

IUCN 'signs on' with satellite network

In September, IUCN signed a Memorandum of Understanding (MOU) with WETV, a bold new experiment in international satellite broadcasting.

Positioning itself as a "global access television service", WETV was started by the International Development Research Centre (IDRC) of Canada, one of the world's foremost development research organisations. Partners include specialised agencies of the United Nations, such as UNEP and UNICEF, as well as national donor agencies such as the Canadian International Development Agency (CIDA). There are also a number of broadcasters and NGOs involved, such as TVE–Television Trust for the Environment, and it is hoped to gain support from the private sector and foundations. All partners are pooling resources to develop the not-for-profit body which will direct the service.

"Relayed by satellites, TV now reaches every corner of the globe," notes John Burke, IUCN Communications Director. "We know its power well. It legitimises ideas: those reflected on a daily basis become readily accepted, and those seldom seen or heard become suspect. While the perspectives of the northern, industrialised world are well represented, the two-thirds of the world that is developing is often unseen and unheard. WETV intends to showcase the world's diversity, providing programming which reflects the ideas, values, hopes and aspirations of the South as well as the North."

"At a time when a new consensus is needed on the management of the world's resources, WETV will provide access to a global audience to voices too long marginalised. The partnership approach being pursued by the WETV secretariat fits in well with IUCN's philosophy and we look forward to providing input and guidance on environmental issues – and securing membership support – for this initiative."



In July members of the International Alliance of the Indigenous-Tribal Peoples of the Tropical Forests met with staff of IUCN, WWF International, and the international collaborators of the Alliance to discuss means of reconciling indigenous peoples' rights with conservation objectives. Topics included protected areas and indigenous peoples' rights, securing indigenous territories as a means of conservation, indigenous models of resource management, intellectual property rights and biodiversity prospecting, and institutional issues. IUCN/Nikki Meith

Donors meeting: give and take

An intensive day-and-a-half of presentations, explanations and discussions added up to a successful annual meeting with donors and collaborating agencies on 29-30 September.

"This was the fifth such meeting that IUCN has organised, and the largest ever," notes Aira Paivöke, Head of IUCN's Donor Relations Unit. "It was attended by 40 representatives of our donor and partner agencies and from several of the donor countries' Permanent Missions in Geneva. Although most came from Europe, they travelled from as far afield as Australia, Canada, Japan, New Zealand and the US.

"They left satisfied, it would seem. Several participants said they had gained new insight into the changes taking place at IUCN, and welcomed the opportunity to contribute their own views. It was a good balance of give-and-take.

"The meeting showed that in spite of their tightening financial constraints and growing competition for funds, the donor agencies have maintained their interest in IUCN. However, we can't rest on our laurels – we have to work very hard to keep this interest alive," says Paivöke.

Secretariat staff, including several from outposted offices, gave presentations on the Union's new directions in the regions, on the functions of Regional and National Committees, and on the progress of National Environment Funds; they also outlined the recent priority setting process, changes in reporting on IUCN activities and a rundown of the financial situation.

Closer to members

This was David McDowell's first donors' meeting, and in his opening address he presented his plans for restructuring the Secretariat (see page 3). "The 'cutting edge', out there close to the members, will in future be the focus of IUCN programme activity," he pledged.

Although there were questions about how the complex management tasks would be tackled, participants were in general support of this plan. They agreed there is now a good opportunity to speed up the decentralisation process in a cost-effective way, but considered it important that Headquarters retain its worldwide co-ordination function.



During the donors' meeting the Danish International Development Agency (DANIDA) signed an agreement for DKR12 million per year for three years starting 1 January 1994. The Swedish International Development Authority (SIDA) signed a commitment of SKR61 million over two years starting 1 July 1994. Previously a framework agreement with the Swiss DDA was signed for SFR2.1 million over three years starting 1 January 1994; this contract was "recognised" at the donors' meeting. Pictured left to right, at the signing ceremony: Per Rydén, IUCN's Director of Programme; Ambassador Erik Fiil of the Danish Ministry of Foreign Affairs; Isabelle Perich of Swiss Development Cooperation; Klas Markensten of SIDA; and IUCN Director General David McDowell. IUCN

The agency view

The agencies had their own session, chaired by Ambassador Erik Fiil representing the Danish International Development Agency (DANIDA), to discuss current trends in development assistance and how IUCN fits in. Ambassador Fiil reminded IUCN that funding levels cannot be considered a constant; they are very much dependent on the political will within the donor countries. As politics shift priorities change, so the Union should be as flexible and responsive as possible. To be safe, the Union should redouble its efforts to broaden its funding base.

While there is still very strong interest in spending on the environment, coupled with this is an increased demand for quality and value for money in that expenditure. After Rio, Ambassador Fiil observed, many donor agencies found that their capacities to respond to obligations of the Earth Summit were inadequate. This gives IUCN, with its well-established networks and its experience in capacity-building in developing countries, a distinct advantage over many other organisations.

One of the weak points in IUCN's programmes, the meeting agreed, was the lack of focus on gender issues. Another was the Union's low visibility.

The meeting briefly addressed the question of 'ownership' of the development processes brought about by the donor-funded interventions of IUCN. "The meeting acknowledged the recent favourable development of IUCN's relationships with the multilateral agencies," notes Paivöke. "It is important that we are seen as partners of these agencies, not competitors."

Participants recognised that the transformation of IUCN from an implementing agency to a facilitator, helper and advisor in the development process is consistent with the programme-oriented funding pattern recommended by recent programme reviews.

But they also felt that IUCN should fortify its advocacy role, and provide leadership in the implementation of the global Conventions, particularly the Convention on Biological Diversity and the desertification convention. The Union should continue to "ride the crest of the wave" of current events, they affirmed.



COMMISSION ON NATIONAL PARKS AND PROTECTED AREAS

National systems planning gets under way

One of CNPPA's main international efforts this year was the initiation of a project on the development of National Systems Plans for Protected Areas. Such a plan is considered an essential building block for any country in developing a National Biodiversity Strategy – a view strongly supported by the Convention on Biological Diversity, the Caracas Action Plan and actions outlined in Agenda 21.

The project, which is funded by IUCN and WWF International, began with an exercise in Colombia: for two weeks in September, international consultant and CNPPA member Professor Carlos Ponce worked with specialists and experts from the Ministry for the Environment, the National Institute of Natural Resources, and some national NGOs to lay the groundwork for a national systems plan.

One of their tasks was to prepare a strategy to strengthen the existing National Parks System, elements of which will be:

- to initiate a **broad consultation process** with all relevant governmental and non-governmental institutions and the private sector;
- to set up an **Advisory Interdisciplinary Committee** to coordinate the development of this strategy;
- to prepare a short-term **Operation Plan** for the Special Administrative Unit for the National Parks System.

Another task was to look into how to set up and structure a **Special Administrative Unit** for the National Parks System. The essential elements, Professor Ponce found, should be (1) the participation of local communities and social organisations in protected areas planning and management; (2) the establishment of buffer zones around some protected areas in order to encourage sustainable development; and (3) evaluation and establishment of new management categories for national protected areas legislation.

Exercises similar to those in Colombia are now under way in Pakistan (see below) and Zambia, and will be coordinated by the respective IUCN Country Offices



The new national park in the central Karakorum mountains in northern Pakistan is off to an enthusiastic start. The group above met in the village of Skardu in Baltistan on 28-29 September at a workshop organised by the Pakistan Government and the IUCN Pakistan office. Various experts on the region, including government officials, NGOs, private eco-tour operators and local village leaders, developed an 18-point action plan for the new park. The general policy framework for the workshop was IUCN's book of Guidelines for Mountain Protected Areas which could result in a model for the mountains of central Asia. IUCN/Jim Thorsell

with the help of consultant Adrian Davey of the University of Canberra, Australia.

As a result of this project, IUCN/CNPPA is preparing a document which outlines guidelines and options for developing protected areas system plans, which will help national governments to link these plans with other sustainable development policies and actions – especially those related to biodiversity conservation.

Pakistan partnerships

Two major CNPPA meetings were held in Pakistan in September: a regional meeting from 21 to 23 September, and a national meeting for Pakistan from 24 to 25 September. The IUCN Protected Areas Programme helped organise both, in partnership with the IUCN Islamabad Office.

The **regional meeting** focused on the key protected area issues in South Asia, and participants included high-level representatives from Bangladesh, India, Nepal, Pakistan, Sri Lanka and several international organisations. They heard reports from each country and a regional overview from WCMC. They then considered ways to broaden the traditional focus of their field, and discussed capacity-building and how to generate community and financial support for protected areas, and in particular how to more effectively involve local communities in protected areas management.

Participants reviewed the Corbett Action Plan, prepared in 1985 following a CNPPA meeting in India, which laid the groundwork for setting up protected areas in South and South-East Asia. They agreed that although it had been effective, an updated plan was needed to enable protected areas to more effectively respond to the challenges of the next century.

The meeting fully endorsed the preparation of such a plan and agreed a provisional timetable for the work. Kishore Rao (India) was appointed by the CNPPA Chair as CNPPA Vice Chair for South Asia, and a Regional Steering Committee was set up to support him, with representation from all the countries in the region. One of their main tasks will be to gear up for the preparation of the action plan and to expand the membership and activities of the Commission in South Asia.

The **national meeting** considered the need for a national systems plan for Pakistan. Participants agreed to give this high priority, but cautioned that the development of a systems plan must not be a "top-down" process implemented by the Federal Government, but must have involvement from the Provincial Governments and local communities if it is to succeed. They want the plan to be linked to the development of a National Biodiversity Strategy as well as to existing and proposed projects for protected areas.



COMMISSION ON ENVIRONMENTAL STRATEGY AND PLANNING

Liaison Group gets it together

The CESP Liaison Working Group met for the first time in August. This is an important initiative which signals a new way of integrating the work of the IUCN Commissions and Secretariat.

"CESP activities span many of IUCN's programmes and concerns," CESP Chair Ted Trzyna points out. "So, rather than have one focal point within the Secretariat coordinating them all, the relevant staff – including those responsible for other Commissions – will work directly with the Chair, working groups and networks, coming together periodically to coordinate and forge linkages as required."

The first group meeting discussed current CESP/Secretariat actions to establish Population-Environment Networks (PENs) and plans to develop a major policy paper on population for presentation at the 1996 General Assembly. It explored the need for a CESP advisory group on environmental assessment (EA) and the benefits of consolidating the IUCN EA network under the CESP umbrella.

Finally, the group considered CESP work with the private sector to foster environmental enterprises and linkages with the Union's initiatives to promote National Environment Funds.

Landscape team looks ahead

In July, the CESP Working Group on Landscape Conversation held a workshop to review its programme and decide how to proceed. "Our work has three main elements," explained Working Group Chair Bryn Green, "the preparation of 'red lists' of endangered valued landscapes, 'green books' of management strategies for them; and the integration of these with related work by other agencies."

The group heard presentations of 10 case studies, nine of them from Europe. They revealed an enormous range of conservation needs, depending on the biological and cultural features of the landscapes. What all these landscapes had in common was their dependence on people for maintenance. To find the ideal balance between traditional and modern practices that makes for the best manage-

ment, it is critical that local people are brought into the process.

The workshop took place in Wageningen, the Netherlands, and was opened with an address by host Willem Vos on that country's history of landscape conservation.



SPECIES SURVIVAL COMMISSION

Sustainable use: taking the lead

No single concept is more central to IUCN's work than sustainable use – or a more contentious subject of debate among its members.

"People are always going to use wild species, whether we like it or not," maintains IUCN Director General David McDowell. "The Union is bound by its mission 'to ensure that any use of natural resources is equitable and ecologically sustainable', a statement which can only be taken as a call for leadership in this area. We have now launched a 'Sustainable Use Initiative', bringing together knowledge and expertise from all parts of the Union to develop and apply the concept of sustainable use as a worldwide conservation tool."

To help specify the ends and means of the Sustainable Use Initiative, David McDowell and SSC Chair George Rabb convened a Task Force Meeting on Sustainable Use of Wild Species at Headquarters on 27-29 June, attended by 22 specialists from around the world. The experts set two central goals for the Initiative: first, to help distinguish those uses of wild species which are ecologically and socially beneficial and which are harmful; and second, to help IUCN members and others promote the use of wild species in ways that optimise the benefits to both ecosystems and people.

"Obviously, many uses of wild species reduce the viability and diversity of ecosystems," explains George Rabb. "But some uses can actually help to maintain or restore viability and diversity – for example, by giving economic value to wild habitats, thus helping to protect them from human activities that are even more damaging."

The Task Force recommended that the Sustainable Use Programme and corresponding Specialist Group within the SSC be strengthened, and put forward a number of ideas about how the Union should proceed. But IUCN has to begin this work quickly. "The Task Force believes that the concepts of sustainable use will continue to be developed with or without the participation of IUCN," warns David Brackett, Director General of the Canadian Wildlife Service. "If IUCN is to take a leading role, it must act now, bringing to bear all its many pertinent resources."

IUCN success at CITES

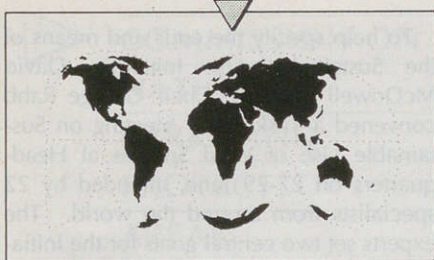
For IUCN, the 9th Conference of the Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) (Ft Lauderdale, Florida, 7-18 November) was the most important CITES meeting since 1976. For the first time in nearly 20 years governments were due to approve a major revision of the CITES listing criteria, used in making decisions about putting species on Appendix I (banning commercial trade) or Appendix II (regulating the trade).

"The meeting opened as something of a cliff-hanger," reports Simon Stuart, head of the Union's delegation. "NGOs that opposed the revised criteria proposal received a lot of media attention. But in the end the new criteria were approved with everything in them that we wanted. They included numerical guidelines to give the criteria scientific validity, and several references to the precautionary principle that scientific uncertainty should not be used as a reason for failing to act in the interests of conservation."

Director General David McDowell and President Jay Hair gave briefings for the press and delegates at the Convention Centre to underline the widespread support among conservation leaders for the new criteria.

For the fourth time, IUCN through its team at the Cambridge office under Amie Bräutigam, TRAFFIC and numerous experts in the Species Survival Commission produced a 250-page peer-reviewed scientific analysis of all the proposals for changes. IUCN also put together a guide to the process of amending the CITES Appendices. These books were distributed to delegations.

A full report on CITES will appear in the next *Bulletin*.



IUCN in France: reconnecting

Director General David McDowell made his first official visit to France on 20-21 September. He was accompanied by Mark Halle and Ricardo Bayon from Headquarters; Gerard Sournia, Director of the French National Committee and IUCN's representative in France; and Dr Patrick Blandin, President of the French National Committee.

"France was one of the founders of IUCN and, for most of our history, was very active in the affairs of the Union," notes McDowell. "It's important to make sure that France, our French members and specialists find a place in IUCN in keeping with their importance for our work in Europe and the francophone world."

The mission accomplished several objectives. The group met with IUCN's Government partners – the French Ministry of Development Cooperation, Ministry of Foreign Affairs and Ministry of the Environment – to discuss the state of relations between IUCN and France and how to strengthen them.

Bettina Laville, Environmental Advisor to the Presidency, received the group for breakfast at the Elysée Palace, and expressed her support for the Union's efforts to build the National Committee and improve links with the francophone movement.



Birdwatchers at Le Marquenterre. Frédéric Schwalek

The visitors also paid a call on the Director General of UNESCO, Federico Mayor, who expressed his wish to develop a broader relationship with IUCN. At UNESCO's World Heritage Centre, they had a working session with Bernd von Droste and his staff (which includes Hal Eidsvik, former IUCN staff member and former Chair of CNPPA), on how IUCN could play a more active role in the World Heritage Convention.

A highlight of the trip was a "get-acquainted" meeting of members of the French National Committee and its six Commissions (set up on the IUCN model), who presented themselves and their work and affirmed that they:

- are working to become as comprehensive a network as possible, and a forum which speaks with a unified voice on key issues;
- wish to play a stronger role in both francophone and European affairs;

– hope increasingly to play a role in linking IUCN with the French conservation constituency;

– plan to develop a strategy to get France better represented throughout the Union.

"It was exciting to see how rapidly the National Committee has developed over the past few years," comments Mark Halle, IUCN's Director of Central Policy. "It is beginning to occupy an important place in the national conservation debate, is mobilising a clear constituency for IUCN in France, and is well-placed to form a bridge between the Government and the conservation community on the one hand, and the wider Union and the Secretariat on the other."

The visit ended at the Parc Naturel du Marquenterre, a bird reserve in the Baie de la Somme (Channel coast) which is part of the network of coastal reserves managed by the Conservatoire du Littoral, an IUCN Government Agency member. The visitors were welcomed by its manager, Paul Janson, winner of the Tree of Life award at the last General Assembly.

A visit to the reserve was preceded by a productive working meeting with French Committee members. They agreed that the Committee would consult IUCN's members in the region and would advise the Director General on how best to develop the Union's activities in the Mediterranean region. They also requested that IUCN look upon National Committees as real partners, and envisage joint planning, joint ideas, joint funding, and joint activities.

Conservatoire du Littoral

The Conservatoire de l'Espace Littoral et des Rivages Lacustres became a Government Agency member of IUCN in January 1994. Its mandate is "to acquire natural coastal sites which are threatened with degradation and disappearance, and to conserve their diversity and natural beauty for future generations".



The organisation works on the premise that some sites, especially those near cities, are too fragile or too stressed to be saved unless they are given full protection and managed in a way that maintains their ecological equilibrium. It targets those coastal wetlands – including lakes, rivers and streams – of more than 1000 hectares found in the coastal Cantons of France and its overseas Departments – a jurisdiction of more than five million hectares.

Address: 36, Quai d'Austerlitz, 75013 Paris, France.

Looking East

At its April 1994 meeting, the Programme Advisory Group (PAG) of the European Programme, which consists of 16 country representatives from government and NGOs, asked that the East European component of the Programme focus more of its attention eastward, into Russia.

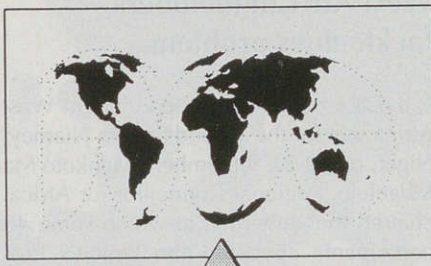
The Russian Federation is the largest country in the world; it holds the largest forest, endless wetlands, and immense river systems; it encompasses more than 40 Republics and is inhabited by indigenous peoples practising sustainable land and resource management. Within the vastness of Siberia lies Baikal, a lake-sea sacred to its people, deeper than any other body of fresh water on Earth and, some say, the beginning of a rift that will eventually split the Asian Continent asunder.

In September, the Siberian Academy of Sciences with the financial backing of NATO's Advanced Science Programme held a workshop in the capital of the Republic of Buryatia to elaborate a plan for the sustainable development of Lake Baikal. One of the three places on the organising Committee was held by IUCN, represented by Siberian expert John Massay-Stewart. Among the many topics covered was the question of the separate jurisdiction needed to manage the Baikal watershed, known as the Baikal Law, and the desire of the Russian Federation, the Irkutsk Oblast authorities and the Government of Buryatia to have Baikal nominated as a World Heritage site.

The workshop acknowledged the role of IUCN's Environmental Law Centre in helping to prepare the draft law, and the contribution of the European Programme to the World Heritage debate. The latter effort was bolstered by the Programme's expert contribution to the GEF Ecotourism Study of the Lake Baikal Watershed area, which is defining the area's ecological and social carrying capacity and land use management objectives.

The European Programme has sought to link its work in Russia, and in particular the Republic of Buryatia (which is populated by a Mongolian people), with its initiatives in the Republic of Mongolia. A first for IUCN was the visit by European Programme Coordinator Zbig Karpowicz to Ulaan Baatar in July.

Encouraged by IUCN's wish to reestablish links, Mongolia's Ministry of Environment sent a representative to the first meeting of IUCN members in the North Asia Region (Tokyo, October 1994. (A report of this meeting will appear in the next *Bulletin*.)



EARO moves house

In early July, the Eastern Africa Regional Office moved from its old premises to the Wasaa Conservation Centre in the Langata suburb, on the outskirts of Nairobi.

The Wasaa property came to the attention of IUCN shortly after the death in March 1992 of its previous owner, Peter Greensmith, one of Kenya's leading horticulturalists. Greensmith was responsible for laying out most of the parks and gardens in Nairobi.

At the time, concern was voiced about the future of the estate, and great interest was expressed in the possibility that the property might be bought by a conservation organisation which would preserve the whole site in its entirety.

IUCN took up that challenge and purchased the property in February 1994, with the intention of establishing a campus for conservation and sustainable development in Eastern Africa: the Wasaa Conservation Centre. Major elements of this plan include:

- the maintenance of the Peter Greensmith Garden in memory of his life's work;

- the renovation of Peter Greensmith's house to provide office facilities for IUCN in Eastern Africa;

- the establishment of a conservation awareness facility, which will include an indigenous species nursery, based on the existing commercial nursery (in future, an interpretation centre and nature trail will also be developed); and

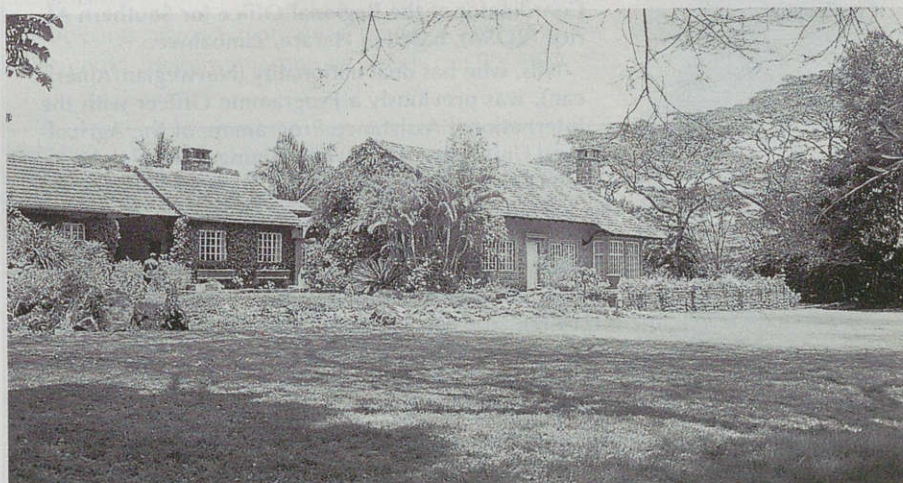
- the creation of a conservation campus for the activities of other NGOs concerned with conservation and sustainable development in Eastern Africa.

The garden and offices of EARO provide an extraordinary setting for workshops and small conferences, and already IUCN has hosted a number of functions. These included a meeting of the Eastern Africa Committee of the IUCN Commission on Education and Communication, which was attended by both the CEC Chair Frits Hesselink and Deputy Chair Juliana Chileshe.

Central African members revise Programme

In September the Union's members in Central Africa met in Brazzaville to revise the 1994-1996 Triennial Programme for the region.

"In 1993 the Union decided to reorganise its operational programmes for West and Central Africa. This meeting was held to get the views of the Union's members in the region, and help the Secretariat better adapt its programme to regional and national realities," says Charles Doumenge, IUCN Programme Officer for Central Africa. □



The Wasaa Conservation Centre, new home of the Union's Eastern Africa Regional Office, opened in July. IUCN/EARO

More specifically, they set out:

- to identify the region's main problems and set priorities for tackling them;
- to outline a framework for action by IUCN and its members and partners in the region, with reference to the Union's mission and expertise; and
- to identify ways to motivate and connect the existing networks of Commission members, particularly SSC and CNPPA, in the region.

The main problem, they agreed, was lack of information relating to the conservation and sustainable use of biodiversity. Before any other problems could be addressed, this would have to be resolved, and they proposed a number of ways to begin collecting, evaluating and disseminating the information required.

Participants also considered how best to structure their work. The strengthening of local capacity and greater integration of Commission and Secretariat activities were needed. IUCN should give priority to setting up an effective institutional framework for biodiversity conservation and sustainable use, they said.

"Up to now, the Programme was largely defined and led by the Secretariat, but that has changed," says Doumenge. "This meeting was a first step on the part of our colleagues in the region to take charge of the process."

West African members tackle dues problem

IUCN's members and partners in West Africa met for the second time in Niamey, Niger, on 19-21 September. Mankoto Ma Mbaelele, Regional Councillor for Africa, chaired the gathering, at which some 40 participants discussed the Union's Programme, Statutes, regional activities, finances, and preparations for the next General Assembly.

The meeting began with a description by Headquarters staff of the changes under way at the Secretariat (see page 3), notably how the decentralisation process will be realised in West Africa through the work of Country Offices.

"The meeting stressed the difficulty the Sahelian member States are having in paying their dues, which puts them at risk of losing their membership," reports West Africa Project Officer Ibrahim Thiaw. "They suggested that payment should be allowed in local currency when necessary, and that the system used to calculate dues be revised for the less-developed countries."

"Several other imaginative solutions - payment in kind, creation of a special fund for settling arrears, and perhaps counting recognised progress in conserving biodiversity as equivalent value - were offered," adds Thiaw.

"It's a problem we have to solve soon or the Union risks losing many of its West African members."

While they may be relatively weak institutionally, West African NGOs are an enormous potential resource for IUCN, the meeting asserted.

Democratic movements are advancing in the region, new organisations are springing up in the most remote areas, and associations of herders and farmers are demanding recognition by their governments as partners in managing the land, participants pointed out, and IUCN should redouble its efforts to contact such groups.

GEF study for Malawi and Zambia

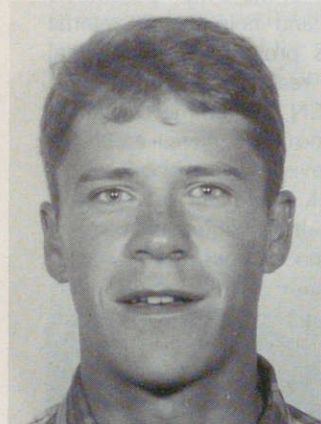
The IUCN Regional Office for Southern Africa (ROSA) has carried out a study at the request of the Ministry of Forestry and Natural Resources (MFNR) and the Department of Research and Environmental Affairs (DREA) to help develop Malawi's environmental strategy in the areas of biodiversity conservation, global warming and international waters. The study began with a Roundtable convened by ROSA on 8 September and was completed by mid-November.

"This work will provide decision-makers with baseline information on global environmental priorities in Malawi that might be addressed under the Global Environment Facility (GEF)," explains Nils Christoffersen, ROSA's new Programme Coordinator (see box).

"Because the guidelines for priorities and eligibility under GEF II will not be finalised before the end of the year, the study did not include concrete project proposals, but instead emphasised development of a 'policy matrix' to identify and integrate the global environmental dimension in the National Environment Action Plan."

The 'policy matrix' which will be produced for Malawi's National Environment Action Plan will take stock of that country's actions to comply with global environmental conventions and regional lake and river basin agreements, and will help spot opportunities for achieving consistency between national action and global obligations.

ROSA has also assisted the Government of Zambia, at the request of the Ministry of Environment and Natural Resources, the Environment Council of Zambia and the National Environment Action Plan Secretariat, in a similar study, also completed.



Nils Christoffersen joins ROSA

Nils Christoffersen has joined IUCN as Programme Coordinator at the Regional Office for Southern Africa (ROSA), based in Harare, Zimbabwe.

Nils, who has dual nationality (Norwegian/American), was previously a Programme Officer with the International Assistance Programme of the Agricultural University of Norway, training Tanzania's Wildlife Division in project identification and design. He

has also worked with the Norwegian Forestry Society on the Chobe Forest Inventory Project in Botswana; with USAID preparing a Preliminary Review of Natural Resources in Namibia; and with the World Resources Institute in Washington, DC. In Brussels, he worked with the European Bureau for Conservation and Development (EBCD), an IUCN member, providing background for revision of EU legislation for the implementation of CITES, and assisting the European Parliament's Sub-Committee of Fisheries with their work on interactions between marine mammals and fisheries.

Nils has an MSc in Forestry from the Oxford Forestry Institute, UK, and a BA in Economics from Williams College in Massachusetts, USA. He and his wife are expecting their first child in early 1995.

Social Policy Service in Eastern and Southern Africa

IUCN's Social Policy Service is expanding its programme in Africa, and has been working closely with the Union's Regional Office for Southern Africa (ROSA). In August, two members of SPS visited Mozambique, South Africa, Zambia and Zimbabwe, with a side trip to Uganda.

"We had several goals," explains SPS Coordinator Grazia Borrini Feyerabend, "including increasing our collaboration with ROSA's Social Science Programme (SSP) and getting better acquainted with our members in the region and the problems they face."

The team discussed collaboration with ROSA on such matters as joint management of natural resources (for which they identified some potential sites); conflict management and negotiation of specific agreements pertaining to natural resources; population dynamics (with a focus on migration issues); and social sustainability in conservation.

"Initiatives relating to indigenous peoples and their traditional methods of conserving and managing the environment were high on our agenda," adds SPS Programme Officer Eduardo Fernández. "We talked about ROSA's plans to set up a Regional Task Force on Indigenous Peoples, and how to support indigenous systems of resource management which are especially relevant to conservation."

In Mozambique, the Social Policy team helped run a workshop on Indigenous Knowledge of Natural Resource Management. In South Africa they addressed a roundtable on Human and Social Imperatives for Natural Resource Management.

They also visited the Western Province of Zambia. Their aims were to assist the Zambia Country Office in reassessing a project proposal for the Upper Zambezi wetlands and explore possible subjects for the study of indigenous conservation systems in Southern Africa. In Uganda, they visited sites of IUCN-assisted conservation initiatives and explored the feasibility of joint agreements between government authorities and local users on the management of local resources. The SPS is currently organising a course on "Introduction to Methods and Tools for Joint Management" which will be offered in February/March 1995.

Looking ahead, the team also discussed training and capacity building related to social concerns in conservation, and forthcoming courses for environmental managers organised by ROSA.



Staff members Sylvie Wabbes, Project Officer for IUCN Zambia, and Grazia Borrini, Head of the Social Policy Service, meet with people from the village of Munda in Zambia's Western Province to discuss the use and conservation of local resources.

IUCN/Eduardo Fernandez

UNEP gets economic advice

In August Martha Rojas, the Union's new Biodiversity Programme Officer, travelled to the Nairobi Headquarters of the United Nations Environment Programme to take part in two expert group consultations on environmental economics.

"The purpose of these meetings was to help UNEP define its future role in the field," explains Rojas. "At the first, we reviewed existing valuation methodologies so we could identify gaps and propose practical methodologies for the valuation of environmental and natural resources. The second looked at the use and practical application of economic policy instruments for environmental management and sustainable development."

"I presented IUCN's activities," Rojas reports. "The Union's initiative on National Environmental Funds was especially welcomed when we discussed financing mechanisms."

Participants agreed that areas where UNEP could usefully concentrate its ef-

forts included training; serving as a depository and disseminator of case studies and relevant information; evaluating these experiences and developing guidelines and pilot projects; and promoting the development of new approaches.

The meetings also looked at the advantages and limitations of valuation methodologies and the application of economic instruments. "Several participants expressed the view that valuation methods can be important tools, but they are not comprehensive and should not be used exclusively," notes Rojas. "Sustainable development calls for more integrated and pluralistic approaches to valuation."

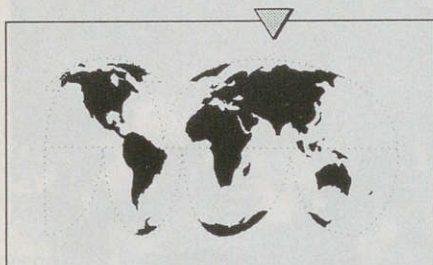
"These meetings demonstrated that although a lot of theoretical work has been carried out on the approaches we discussed, there is still a big gap between academics and policy-makers. This is clearly an area where IUCN is well placed to contribute in a substantive way," she concludes.



Martha Rojas joins Biodiversity Programme

Before joining IUCN as the new Biodiversity Programme Officer, Martha Rojas was the Director of the National Parks Department at the Colombian environmental agency. She has also worked with non-governmental organisations and academic institutions in Colombia, and as a consultant with the Food and Agriculture Organization of the United Nations (FAO).

A biologist, Martha carried out post-graduate studies in environmental management, ecology, geography and conservation biology in France, the UK and the US.



Philippines project launched

Palawan, an island province of the Philippines, is rich in resources and home to several tribal groups. But its forests are threatened by an influx of migrants who practise shifting cultivation and are rapidly depleting forest resources. Biodiversity is declining, and the indigenous tribes have experienced malnutrition and profound cultural upheavals. Hostility between the two groups is on the rise.

At the same time, the Philippines' wood-based industry sector has been declining, and non-timber forest projects (NTFPs) have begun attracting greater attention as possible sources of foreign exchange and employment. The result is that in Palawan, NTFPs are being exploited on a vast and unsustainable scale, while failing to generate sufficient social and economic benefits locally.

In August IUCN launched a project to establish a system for ecologically sustainable and economically viable use of NTFPs in Palawan. In preparation for two years, the project's main objectives are:

- to build institutional capacity to manage NTFP use at national and provincial levels;
- to develop appropriate legislative and other policy measures; and
- to build capacity at the village level to manage, harvest and market non-timber products.

The project is being implemented by Haribon Palawan in coordination with NATRIPAL and other NGOs. IUCN is providing institutional and technical back-stopping.

New IUCN office

The Union has now opened a new project office in the Philippines, and appointed Andrew Mittelman to serve as Senior Advisor to the NTFP Project. His address: IUCN-Haribon Palawan Office, Rizal Avenue, Puerto Princesa, Palawan 5300, PHILIPPINES, Tel: ++63 48 21 2860, Fax: ++63 48 21 2894. [For more on non-timber forest projects, see the special report in *Bulletin* 3/94.]

A first for Central Asian biodiversity

A regional workshop on the Convention on Biological Diversity – the first of its kind in Central Asia – took place in Almaty, Kazakhstan, 20-22 September. It was organised by IUCN and attended by 60 participants from all the Central Asian Republics (CARs), international organisations (UNDP, UNEP, World Bank and USAID), the Society for Nature Conservation (Netherlands) and the Nature Preservation Society (NABU) (Germany).

The workshop was opened by H. E. Medvedev, Kazakhstan's Minister of Ecology and Bioresources, who described the special nature of the flora and fauna of Central Asia and lamented the threats to biodiversity from human activities. He announced that Kazakhstan had just ratified the Convention, and was engaged in several important environmental projects, but stressed the need for more financial assistance from the international community.

Parvez Hassan, Chair of IUCN's Commission on Environmental Law, welcomed participants on behalf of IUCN. Francis Parakatil, IUCN Coordinator for West Asia, North Africa and Central Asia, read a statement from Director General David McDowell pledging IUCN's help as a catalyst and facilitator of biodiversity conservation in the region.

First Deputy Minister Maydan Zharkenov then presented a biodiversity over-

view from Kazakhstan. He outlined its faunal richness and the current status of many endangered species. He reviewed current conservation activities, including the establishment of protected areas, and described the state of enforcement of environmental laws and ratification of international environmental conventions.

Country reports were presented for each of the five Central Asian Republics, after which Jeffrey McNeely of IUCN introduced the Union's Biodiversity Programme and five other speakers addressed special issues related to the Convention.

The workshop then adopted 15 recommendations dealing with biodiversity strategies, law, science and research, management mechanisms and methods of conservation. It requested IUCN to assist in their implementation.

Gulf biodiversity in the spotlight

A September workshop in Kuwait considered the status of biological diversity in the six countries of the Gulf Cooperation Council (GCC), and discussed ways to implement the Convention on Biological Diversity in their region, the elements of national and regional strategies, and priority actions including the role of IUCN in their implementation.

Continued on page 21...



Participants at the Central Asian Biodiversity Workshop, some in Kazakh honourary dress (from left): Dr Maydan Zharkenov, First Deputy Minister, Ministry of Ecology and Bioresources of Kazakhstan; Dr Parvez Hassan, Chair of the IUCN Environmental Law Commission; Dr Galym Turgambaev, Director of the Altyn-Emel National Park; Francis Parakatil, IUCN Area Coordinator for the West Asia, North Africa and Central Asia; Dr Kuppayev, Ministry of Ecology and Bioresources and Workshop Chair; Dr Y. A. Dayrov, Deputy Minister, Ministry of Ecology and Bioresources, Kirgizstan. Peter Veen



Villagers in Nepal discuss tourism management in their area. Education programmes train conservationists to involve local people in tourism planning so they can avoid negative effects on their biodiversity and culture. IUCN/ J. McEachern

Environmental education
and communication:

Learning for sustainability

Integrating the "what and the how" of sustainable development is the essence of environmental education and communication. It is a double-edged challenge. For all our knowledge it is not clear what equity and sustainable living will mean for all Earth's inhabitants a generation from now. The process is a learning experience for the whole of society, not just in schools or among young children. We must learn to develop the how – the processes and modes of enquiry and learning – so that we are better at motivating, informing and supporting all the sectors of society on the path to sustainable development. Governments, social groups – both business and organisations – and, of course, local communities have a crucial part to play. This special report shows how some of IUCN's network of members, Programmes and Commission on Education and Communication (CEC) are helping in this process.

What conservationists should know

Despite the accumulated knowledge of conservationists and all our efforts to implement the principles of sustainability, we are still not making great progress. Why is this?

My answer is: because conservation is a matter of people, and people need to know what to change in their lives and how. This is the challenge for educationists and communicators. Conservationists must learn to use the tools and skills of communication, just as educators must be aware of conservation principles and practice.

But are our citizens willing to put conservationists' ideas into everyday practice, in the office, in the home, in their free time? Since most societies are not using natural resources sustainably or equitably, this will mean changing behaviour. And such a restructuring of society is best driven by a change in ethic and attitudes.

We, the education and conservation professionals, need to know "what" has to change as well as "how" that change should take place. What internal motivation will contribute to making it happen?

Governments, for example, must learn how to be more informed of grassroots activities, and how to maintain a dialogue with these organisations, and to communicate to others the successes.

Environmental messages are more credible when they come directly from a source close to the people being addressed. Workers for example are more likely to take messages more seriously when they come from the labour union, than when they come from the State. The same goes for business executives: for them, chambers of commerce are more reliable sources than government.

But governments can increase the impact and potential of grassroots success by providing information and subsidising activities, materials and facilities. The rewards are increased credibility, effectiveness and quality of results.

Many governments are providing frameworks for these cooperative ventures as our articles on Australia, Canada, Nepal and the Netherlands show. These efforts provide encouragement, marketing, information, better communications between groups,

partnerships with grassroots organisations and other government sectors, and finance.

The work by members of IUCN and the CEC network featured in the following pages is enabling people to learn for themselves what needs to be done, and motivating them to change and adapt their lifestyles. We do not have all the answers, but the experience we have accumulated can provide guidance for IUCN and other organisations working to bring the message of *Caring for the Earth* into the homes and communities of people everywhere.

FRITS HESSELINK, CHAIR,
IUCN COMMISSION ON EDUCATION
AND COMMUNICATION



The Kanha newspaper, provided to tourist hotels near a national park in India. Communications planning helps conservationists reach their target groups with the right messages at the right moment through the right channels. CEE India

Netherlands:

Environmental supermarket

In five years the Government of the Netherlands (a State Member of IUCN) has nearly tripled its spending on environmental education to some \$18.2 million a year. How did this come about? Seven Ministries are combining their resources in support of a national strategy in both the formal and non-formal educational sectors.

This new initiative results partly from a 1988 White Paper on Environmental Education, leading to calls by Parliament for Ministerial coordination. A major breakthrough came in 1990 with the decision by several government departments to make a joint effort in the formal education system.

New programmes support rather than replace existing governmental education activities. About US\$40 million has been allocated for 1992-95. Projects have been taking place in vocational and agricultural education institutions as well as primary and secondary schools.

To develop a strategic plan for environmental education focusing on the non-formal sector, the government called in a consultant in 1992 and

received advice from IUCN's Commission on Education and Communication. This resulted in a General Plan on Environmental Education presented by the Dutch Cabinet late in 1993.

The strategy focuses strongly on incorporating environmental education into the daily business of all sorts of groups and organisations. NGOs and government agencies have developed and supply teaching kits, handbooks, courses, excursions, training, fieldwork and the like. In all seven ministries, several dozen NGOs, 12 provinces and over 700 local councils are involved in this new effort. An independent manager has been commissioned to map out operational fields of action.

"Environmental education," says Dr Peter Bos, chair of the Interdepartmental Working Group for Environmental Education in the Netherlands, "has grown into a sort of supermarket, an enormous superstore that covers a vast number of products, clients and suppliers."

More and more organisations are already acknowledging their co-responsibility to initiate or cosponsor activities aimed at sustainable development. The Dutch housewives' organisation (Nederlandse Vereniging van Huisvrouwen) together with 12 other organisations is taking part in a campaign to reduce car use. Community work has begun on local projects to care for nature and the environment. A group of development organisations has made a commitment to environment and development activities as a follow-up to the 1992 United Nations conference on the issue.

Eco Weight Watching

Several initiatives in the Netherlands seek to make environmental awareness a larger part of everyday life. Among the examples:

- Managers of car repair garages are trained to operate their business with more care for the environment (septic cleanings are the major source of oil contamination reaching the sea). At the end of the course trainees receive a certificate they can display at their business site.

- In one city, the local authority responsible for water and energy supplies gives its meter readers a course in advising on household energy-saving. The status of workers rises. The households save money.

- Automobile clubs, tour operators, hotel managers, local authorities, national park managers and environmental NGOs have founded round tables to explore cooperative activities that reconcile nature protection with tourism. One result has been a special course for higher training of tourist managers and a national prize for the most successful innovation.

- Environmental education has become an integral part of the training of young farmers. Trade unions include environmental education in their regular training courses for officials.

- Chambers of Commerce provide information for small companies on environmental care. They have also produced manuals for managers and give regular short training courses to teach companies low-cost environmental measures that achieve high returns, including ideas on motivating staff to participate.

- Much along the lines of Weight Watchers, Eco-teams of consumer groups promote and explore sustainable lifestyles.

Major contributors to this section included Kathleen A. Blanchard, Peter Bos, Andrew Campbell, Juliana Chileshe, Marco A. Encalada, Jaime González Acosata, Frits Hesselink, T. Christine Hogan, Stella Jafri, Chris Mobbs, Suzana M. Padua, Badri Dev Pande, Jim Taylor, and Paul Vare.

Most of the issues are discussed in greater depth in "Planning education to care for the Earth", edited by Joy A. Palmer, available from IUCN's Commission on Education and Communication.

Canada:

Creating environmental citizens

When Canada (an IUCN State Member) was developing its Green Plan, it found in 1992 that 84 per cent of its citizens believed that their behaviour had to change if the environment was to be protected. The survey also revealed that they were prepared to make those changes voluntarily, if they had credible information about what to do.

Canada's Environment Citizenship Programme, launched in mid-1992, aims to create a culture for voluntary action by an informed and educated citizenry. A major strategy of the Government has been to seek partnerships with other organisations.

Environment Canada, a government department, has developed information materials such as primers on fresh water, ozone, waste management, spaces and species and global warming in collaboration with organisations like Friends of the Earth, DuPont Canada and Parks Canada. These primers are used in Environment Canada's own programmes and in those of other bodies such as the Association of Community Colleges of Canada, which is making them a basis for education programmes in 700 colleges. Businesses, key providers of education to adults, are adopting environmental education programmes as well as Municipalities.

One innovative way in which Environment Canada is providing information is through its meteorological office. Since February 1993 environmental citizenship messages have been disseminated through its network of weather offices to more than 250 media outlets and have become a regular part of daily weather forecasts. Media access the messages by contacting their local weather office or through subscriptions to national and regional news agency services.



A school choir sings on Zambian television. Effective conservationists communicate not only through books but also through the popular media.

WWF/Alistair Scott

Zambia:

Listening to people

The 1985 National Conservation Strategy (NCS) of Zambia (a State Member of IUCN), said that a comprehensive programme for conservation education was "the surest long-term strategy to bring about the sustainable use of natural resources in Zambia". However, the NCS was prepared without broad-based participation and many Zambians are unaware of its existence.

As part of Zambia's Environmental Education Programme (ZEEP) a survey was taken to find out beforehand what people knew and thought about the environment. Some of the views expressed:

"They asked us to move from our original village so that they could create a national park. Who benefits from the national park?"

"Rich men with big guns come to hunt while we look on. They kill large numbers of animals while we starve for meat."

"One can never have enough children".

"It is not my duty to clean up."

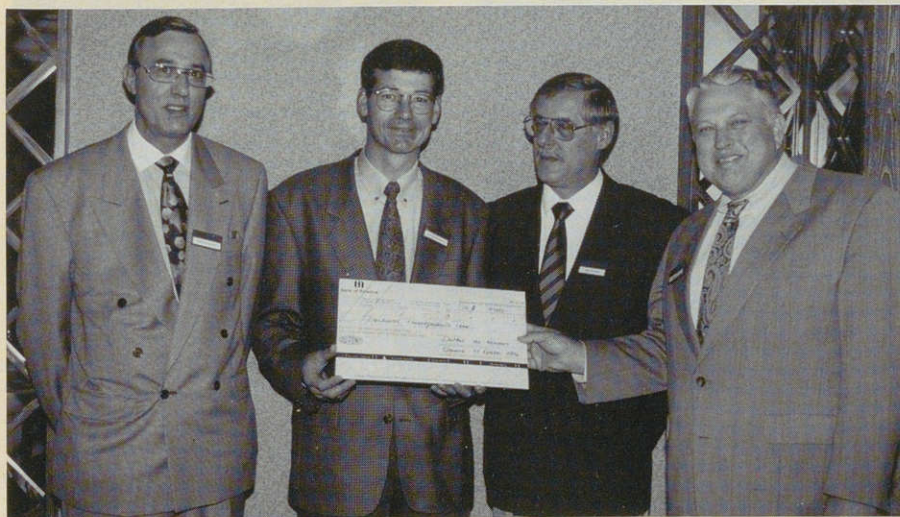
"Fish drops from the sky with the rain so it cannot vanish from the rivers."

"If you advise to plant trees, when shall we plant maize?"

"Nobody plants trees. They grow on their own."

Coordinator Juliana Chileshe, Deputy Chair of CEC, underlines: "ZEEP has tried to establish what people say, do, and think but do not express about the environment." Her conclusion: "In order to do away with misconceptions and to change popular attitudes – often negative to environmental protection – the benefits of conservation have to be apparent."

Zambia's recently introduced National Environmental Action Plan, which the WWF International-backed education programme supports, aims to implement the National Conservation Strategy through such means. It will develop projects that encourage people to use natural resources – through fish farming, game ranching and the creation of forest reserves – without exhausting the environment.



European President of Dupont, Bob Luft (right) presents a cheque to a Netherlands team in an Award for Environmental Excellence. A condition of the award is that the money is donated to an external environmental organisation. Dupont rewards employees who have made creative contributions towards the goal of zero waste and emissions, conservation of energy and natural resources, and reducing the impact of the product cycle on the environment. The challenge for conservationists is to stimulate an environmental culture throughout business and industry. Dupont

Nepal's NCS:

Education is the key

Since the middle of 1989, IUCN has been helping implement Nepal's National Conservation Strategy, endorsed in 1988 after five years of consultations.

Environmental education is given an important role in putting the NCS of Nepal (an IUCN State Member) into effect. The Eighth Five-Year Plan (1992-1997) provides for environmental education at all levels of formal education, technical education, teacher training, non-formal adult education, and in-service programmes. The Plan also stresses the need to use mass media to raise the level of environmental awareness.

"One of the first initiatives was to review courses, textbooks and teaching materials," says Dr Badri Dev Pande, Coordinator of the Environmental Education and Awareness Programme of the National Planning Commission/IUCN NCS Implementation Project in Nepal. "We found that all contained some element of environmental education, but they were still inadequate in inculcating attitudes and encouraging action that would prevent deterioration of the environment."

Over the past two years, after training workshops, an evaluation seminar and a



Traditional means of communication, such as this street theatre, can be used as a means to raise environmental and development issues among villagers and stimulate discussions with groups about solutions. The challenge for communicators is to find credible means to deliver their messages. IUCN Nepal

national environmental education conference, resource materials in environmental education have been tested with nearly 2500 primary school pupils from 10 experimental and 10 control schools in Dhankuta, Kathmandu, and Dang. The trial has led to IUCN having a major influence on revising formal educational curricula to integrate environment and development.

Environmental camps and environmental art workshops and competitions

are also being organised for primary and secondary school children in collaboration with local NGOs. "Though these are able to reach only a limited number of students, the extra-curricular activities have achieved some notable results," Dr Pande observes. "A high school headmaster in Dang confessed that as a result of his son's taking part in an environmental camp he decided to install a smokeless oven in his house."

Environmental education is incorporated into primary school teachings in four subjects: Nepali language, social studies, health education, and science. "Teachers have reported that the majority of children involved in the experimental programme found the texts so interesting they would read them before they reached the lesson concerned," says Dr Pande. "Some children even planted flowerbeds and kitchen gardens of their own as a result, and many improved their sanitary habits."

"The challenge now is to maintain the level of enthusiasm and motivation found currently in students, teachers and trainers taking part in the programme," Dr Pande remarks.

"We have learned that partnership with NGOs is valuable in securing timely technical assistance. One NGO helped prepare illustrations for the primers, and a journalists' forum puts together and distributes a wall newspaper for remote villages."



In both developed and developing countries, women often carry the burden of feeding and educating their families, making them the key to long-term sustainable management of natural resources. WWF/Roger Le Guen

Australia:

A strategy for the rural community

The cost of European settlement has been high in Australia (a State Member of IUCN). In a little over 200 years about 100 species of plants and at least 27 species of birds and mammals have disappeared, mainly as a result of human settlement. A further 209 plant species and 59 vertebrates are at risk.

Agitation about soil erosion, salinity and invasion of pests among rural communities triggered both community and State government action in the 1970s and after. But 1988 saw a major development in cooperation to protect the environment: the National Farmers Federation and the Australian Conservation Foundation (an IUCN member) came together and proposed a land management programme. The next year this resulted in the government's 10-year National Landcare Programme, a A\$250 million project for the 1990s providing for cooperative, co-ordinated approaches to solve problems at a district scale that cannot be effectively tackled at the level of individual properties. In spite of tough economic conditions facing rural communities, the Landcare movement has grown explosively. Today it includes over 2000 groups and involves about one third of rural Australian families.

"Landcare groups create collective social pressure in favour of more sustainable farming systems," says former Coordinator Andrew Campbell. "They reinforce and support the efforts of individuals who are already working to reduce water quality decline, salinity and loss of diversity. They play an important role in gathering and managing information, education and awareness. They have created a community focus and networks of support. They share the stress of rural decline and promote action to do something about it."

Under the Landcare umbrella is Save the Bush Programme administered by the Australian Nature Conservation Agency (an IUCN member) and the One Billion Trees programme, handled by Greening Australia. Coordinators and facilitators encourage and enable community action to re-establish and maintain Australia's native vegetation outside protected areas. Groups are given small grants, and information on plant identification, removal of weeds and exotic animals, planting of "wildlife corridors" and are encouraged to fence areas from stock.



Water monitoring skills in the hands of students have helped develop environmental literacy in Australia's rural families. Educators can use science to transform knowledge, attitudes and behaviour. C. Mobbs

In this process the role of the "educator" has changed from teaching to facilitation and coordination. From the individual the focus has shifted to groups and involvement of a diversity of stakeholders. Above all there is the recognition that the complexities of tackling land degradation demand the involvement of those people whose daily decisions shape the land.

The role of the new "educator-facilitator" is to develop a shared sense of direction among all the relevant actors, requiring insight into group processes. It is more a matter of skilled listening and of asking the right questions of the right people at the right time than of passing on technical information.

The government role has been to provide funding to start group projects, coordinators and trained facilitators to stimulate the group process, communication about successful programmes and other community action, expert information on rehabilitation and identification of species, and marketing of the concept.

Despite progress the programme still faces constraints: limited human resources in rural areas, a lack of technically sound practical solutions to land degradation problems, institutional cultures in extension and agricultural research which work against genuinely participatory approaches, overwhelming technocratic training of professionals in extension and research, and a feeling among farmers that they are being blamed for degradation.



A programme supported by IUCN to provide education for two schools associated with the mangrove conservation project in Costa Rica's Osa peninsula emphasises not only appreciation for the ecosystem but also collaboration and creativity, and pursues a strategy of involving the local community. WWF/H. Lethier/RAMSAR

Brazil:

Building support for protected areas

The biggest challenge for educators may be to reach people in time to safeguard valuable ecosystems, even in protected areas.

Eighty-two per cent of the State of Sao Paulo, Brazil, was once covered by natural forest. Today less than five per cent remains. The last significant portion of interior Atlantic Forest is preserved as the Morro do Diabo (Devil's Hill) State Park in the far western part. Deforestation threatens several animal species with extinction, among them the black lion tamarin (*Leontopithecus chrysopygus*), the most endangered species of primate on IUCN's Red Data List.

At the start of the 1970s, Morro do Diabo State Park was part of a 290,000 ha reserved area. Powerful landowners and political leaders and development projects have reduced the protected zone to only 34,000 ha. Even this area suffers from the impact of projects such as highways, railroads, an airport and hydro-electric plants.

In an effort to raise awareness about the importance of conservation, an education programme was designed for school children. But this proved too long-term for the immediate needs of conservation. "By the time students became decision-makers there might be little left to fight for," declares Suzana M. Padua, President of the Institute for Ecological Research (IPE) in Brazil and Director of the Brazil Programme for the Wildlife Preservation Trust International.

So several out-reach programmes were initiated, targetting all sectors of the community, from local authorities to businessmen and labourers as well as schools.

By the end of the first year of the Black Lion Tamarin Environmental Education Programme, 6000 students had visited the park and the average number in each of the succeeding three years was 8000. A before-and-after survey showed increases in knowledge and changes in attitude.



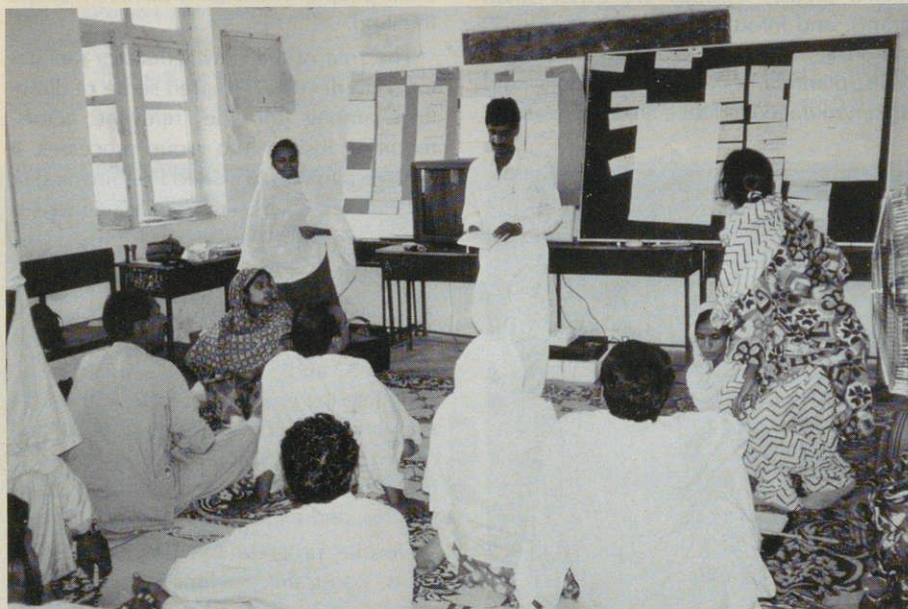
The endangered black lion tamarin is the emblem of the programme to build support for Morro do Diabo in Sao Paulo, Brazil. Brazil is a State Member of IUCN. WWF/R.A. Mittermeier

"There were other indicators of success," Padua notes. "Families visited the park during weekends. The park's lodging house began to be filled with university students looking for field experiences. Local teachers requested environmental education courses, and nature guides improved their performance by forming study groups. Community interest in the park's conservation was demonstrated in the subjects chosen for floats in local processions for the town's anniversary, at year's end for Lions' and Rotary Club parties, and in public initiatives such as a tree planting campaign."

For Padua, however, the most important signs came from community involvement in protecting the park. Garbage was being dumped in the vicinity of the park, in an area which had been within its territory a few years earlier. The dangers were explained over the radio with an appeal to local leaders and the community to find a solution. The local population reacted by telephoning the radio station and demanding that the mayor find a solution. The garbage was removed in less than a week.

The community also helped park employees to put out a forest fire. Though there had been many conflagrations in the past, the general public had never before been involved in fire-fighting.

"Local interest in nature conservation has also extended beyond the boundaries of the park," Padua adds. "The community has spoken up against illegal logging taking place on a privately-owned farm nearby. Business entrepreneurs around the park formed a group to plan development projects that were non-polluting and provided opportunities for underprivileged and unskilled local citizens."



Realising public participation for biodiversity in practice means communicating through intermediaries such as schools, youth and womens' organisations, trade unions and business. Communication planning and the training of trainers is part of the education programmes of IUCN Pakistan.

Despite the well-regarded National Conservation Strategy prepared by Pakistan with IUCN's support, the educational sector was not involved in its production, and the education unit of IUCN Pakistan now faces the consequences: the NCS has to be "sold" to the group that could be a key to its successful implementation. In preparing regional strategies, education is now to be an integral part of the process.

IUCN Pakistan

Uganda:

Practising participation

IUCN's Mount Elgon Conservation and Development Project in Uganda found itself forced into a 'top-down' approach for its education/extension programme. But to give more power to the local communities, the programme is practising "gradually diminishing control".

Mont Elgon's tropical montane forest is a vital water catchment area on the Kenya-Uganda border. But during Uganda's civil unrest in the 1970s and 1980s, over one-third of the forest was destroyed or degraded, chiefly as a result of agricultural encroachment.

The Conservation and Development Project, initiated in 1988, covers the National Park and its 58 neighbouring parishes — home to 223,000 people. The second phase (1991-December 1993) saw the creation of an Education/Extension Unit to work on training as well as awareness and support. Because of the short duration of the Unit's project, planning and implementation were almost simultaneous, and the project helped local organisers to run 23 practical seminars.

At the outset, the Unit had to create awareness about the project to protect the forest reserve. In this Project, top-down efforts seemed to fit local circumstances, says Paul Vare, the Unit's technical advisor at the time. "One cannot approach farmers without first gaining the approval of their local politicians. Even a consultative discussion is generally wrapped up with a short speech in which the farmers'

Sharing the benefits

Share-Net, set up by the South African Wildlife Society (an IUCN Member) in 1990, arose out of examining Wildlife Society experiences with workshops for both teachers and the public.

Activities were usually chosen because they worked well for the presenters. Informal talks with participants afterwards revealed that teachers seldom applied in a sustained manner the activities or concepts that had been demonstrated. As a result, the Society made the daily experiences of participant teachers and students an active part of the workshop discussions. These were: overcrowded classrooms, poorly qualified teachers and a lack of good quality, locally relevant educational materials.

So Share-Net, based in Howick, began an interactive process to develop low-cost, copyright-free resource materials. It had most success with a "Hands-On" series of 10 booklets, providing simple reference material on inland and coastal ecosystems.

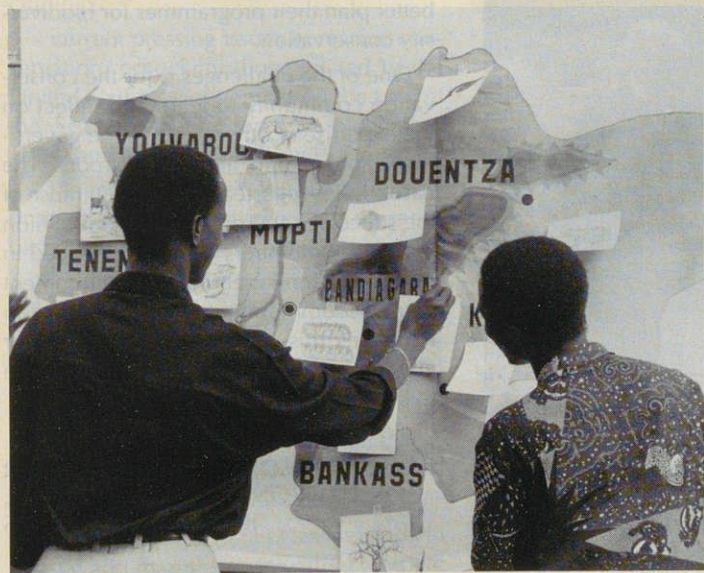
The booklets are sold in a simple shoebox-style display stand known as a cardboard library. Other products include simple black-and-white guides, water monitoring kits, activity packs, teachers handbooks and a resource pack on a local mining controversy. In response to demand, Share-Net later started a mail-order service, and now the project almost pays for itself, thanks to contributions of time from environmental organisations and to use of the printing machines to carry out work for local businesses during quiet times.

representative gives thanks for the valuable education received. A people-centred, bottom-up approach can easily be misunderstood both by the experts and by the target group. Our sequence of awareness-raising events has been from district to sub-county level and thence to parish roadshows (drama performances and slideshows which regularly attract over 1000 people)."

As a result, the Unit applied a gradual approach to participation, stressing its importance in all seminars, and practising its technique at training courses. "Farmers' meetings are as much about gathering information as giving it and training

courses are seen as opportunities to learn from the learners," says Vare. "Our fuelwood conservation courses, for example, include discussions with the female participants on how the project can reach women more effectively."

To generate longer-term commitment to conservation, the project has set up an exploration centre where young people from the region can stay overnight. For education programmes to assist communities manage resources, however, it became important to help people find alternative sources of incomes, for example through training in fish farming, better livestock management and bee-keeping.



The lessons of Walia

Partly thanks to IUCN, environmental education in western Africa has become a priority of many organisations, leading at Ouhiyouya, Burkina Faso, last year to the creation of a large Environmental Education Sahel Network, operating in at least nine countries. IUCN's Walia approach involves publication of a magazine named after an emblematic local species, supplemented by visits from the publishing team to develop the themes and challenge students to speak up and to think about solutions. It now extends to four West African countries from Mali where it began. The results can be seen not only in changed attitudes but also in action.

The IUCN programme is now run by locally trained staff. In schools the subjects highlighted in the magazine are brought to life through discussions and projects to solve local issues. This experience has taught teachers to produce cheap materials and develop new approaches.

The photo shows the Walia team using materials to stimulate classroom discussions. IUCN/Monique Trudel

Education for biodiversity

On the North Shore of the Gulf of St. Lawrence in Quebec, Canada, seabirds have traditionally been harvested for food. But between 1955 and 1978 the populations of several species declined drastically because of illegal hunting and disturbance of breeding colonies. Within 10 years a programme developed by the Quebec-Labrador Foundation in collaboration with the Canadian Wildlife Service (CWS) helped not only to change attitudes among the 5600 people there but also to implement effective conservation.

Most seabird populations breeding in sanctuaries along the Quebec north shore increased – some dramatically – between 1977 and 1988. The programme owed its success to many factors, said Dr Kathleen A. Blanchard, Executive Vice-President of the Quebec-Labrador Foundation (QLF), an IUCN Member. One was the long-standing reputation of QLF as a provider of social services on the coast. The small size of the population meant that new ideas could be quickly disseminated through well-established channels of communication. The influence of group leaders who endorsed the project was critical.



Protected areas and zoos provide a useful focus for educational activities. Signs can trigger curiosity and help visitors see themselves in the context of the surrounding environment. CEE India

"The education programme promoted thoughtful, informed, positive behaviour (legal hunting, bird study) rather than focusing on stopping negative behaviour (poaching)," Blanchard observes. "The programme did not try to introduce activities that would be strange to the local culture (raising chickens, for example). Rather than attempting to convince people that it was wrong to kill birds, the programme acknowledged the cultural normal: that it is acceptable to harvest birds for an occasional meal."

Gathering expertise

The Commission on Education and Communication is a network of professional educators and communicators who work in government, NGOs and educational institutions. The Commission seeks to encourage conservationists to recognise the value of using education and communication as a way of motivating and engaging people in the task of conserving and managing the environment. By drawing on the expertise in the network, the Commission offers guidance on ways in which people can develop commitment to participate in caring for the Earth.

The Commission is particularly focusing its efforts on what governments can do to create a framework or strategy to stimulate environmental education and communication, as well as how NGOs can better plan their programmes for biodiversity conservation.

One of the challenges is for the conservation community to learn and reflect on the expertise of others both in the government sphere and at the grassroots. The case studies reported here are a glimpse of the successes and difficulties Commission and IUCN members have experienced in building commitment for the environment among communities. The Commission harnesses this experience as a basis for guiding further progress. If you would like to be part of this effort please contact us.

WENDY GOLDSTEIN, COORDINATOR
OF ENVIRONMENTAL EDUCATION,
IUCN HEADQUARTERS



The challenge for members of the Commission on Education and Communication is to draw on the experience of the network to help members learn how better to reach various sectors of society. Pictured: some members of the East African regional committee of CEC at a planning meeting with CEC Chair Frits Hesselink held at the Wasaa Conservation Centre in Kenya. IUCN

...continued from page 12

"The workshop was aimed at helping environmentalists in the region to understand the issues related to the Biodiversity Convention, and assisting the GCC Ministers of Environment in their decision-making," Mr Adel Al-Zayani of the GCC Secretariat pointed out.

IUCN provided the meeting's technical input. Jeffrey McNeely, who heads IUCN's Biodiversity Programme, described the elements needed to prepare national and regional biodiversity strategies, and stressed the importance of the strategy process itself. Lothar Gündling, IUCN Senior Advisor in legal matters, spoke of the history and implications of legal instruments related to biodiversity conservation. Peter Burbridge gave a report on IUCN's marine programme in the region and suggestions for the Council's consideration. The meeting also heard national biodiversity status reports from each of the GCC countries.

The meeting was organised by the Kuwait Environment Protection Council (EPC) in collaboration with the GCC Secretariat, with technical input from IUCN. It was attended by 62 participants and chaired by Dr Mahmood Y. Abdulzraheem, EPC Secretary General and Technical and Administrative Coordinator of the Regional Organization for the Protection of the Marine Environment (ROPME).

NGOs look at marine issues

On 27 September the Environmental Defense Fund (USA) and IUCN convened a half-day brainstorming consultation on marine conservation issues with representatives of 13 NGOs. The wide-ranging discussions covered several topics, including:

- current pressing issues in marine conservation, especially those related to the United Nations Convention on the Law of the Sea (entry into force in November 1994) and ocean governance;
- the forthcoming United Nations Environment Programme conference on land-based sources of pollution;
- financing mechanisms and approaches to multilateral development banks;
- marine biodiversity conservation issues relating to the Convention on Biological Diversity and other instruments;
- the relationship between trade and environmental agreements; and
- US domestic strategies related to coastal and marine conservation.



Members of the South American Regional Committee take a break from their August meeting. IUCN/Fernando Gherzi

"It was a very useful encounter, and set the stage for continuing collaboration amongst IUCN members and partners," says Danny Elder, who heads IUCN's Coastal and Marine Programme. "The group recommended that a series of more formal meetings on strategic approaches to coastal and marine issues be held. It also drew up a matrix diagram showing which organisations were working on which issues. This will help us coordinate a more concerted approach to addressing ocean issues."

South American Regional Committee: a model

In August, the Regional Committee of IUCN Members in South America held their third meeting at the Institute of Advanced Education (IDEA) in Caracas, Venezuela, to consider and approve the Union's Triennial Programme for the region for submission to Council.

Discussions over the three days kept returning to how the Union can meet the expectations of the membership.

"The main objective of the Programme is to support the South American process, especially through strengthened participatory mechanisms such as the National and Regional Committees," explains Fernando Gherzi, IUCN Programme Officer for Latin America. "Much of this process can be realised through the extremely useful tools known as 'National Programmes of IUCN'. The Regional Committee decided to hold a regional workshop on 3-5 October to define the concept and methodology of such National Programmes."

Also on the agenda were the results of the recent IUCN Council meeting; a discussion of the Union's Mission and Strat-

egy; the roles of National and Regional Committees in decentralisation and regionalisation of the Secretariat; and the next General Assembly.

"This meeting furthered the Committee's work to help integrate the activities of the Union's members in South America, and improve communication between them," notes meeting organiser Armando Hernández, environmental coordinator for Fundación Polar and Coordinator of the Venezuelan National Committee of IUCN.

The meeting was considered a success by all concerned. "As an outside observer, I was amazed at the depth of insight, understanding of IUCN, and dedication of this Regional Committee, which the rest of the Union could use as a model," observed Allen Putney of IUCN-USA, one of the Secretariat participants. "This contrasts favourably, for example, with our situation in the US where we are just beginning the long process of stimulating the interest, cohesion and sense of purpose of the membership. [Regional Representative] Luis Castello deserves a great deal of credit for his pioneering work with the members, paving the way for a constituent-driven Union."

The meeting was attended by ten national representatives from South America, three Regional Councillors (Fernando Ardura, Juan Mayr and Alexandra Sánchez de Lozada); six members of the IUCN Secretariat, and three observers. It was organised by the Venezuelan National Committee.

Immediately following the Regional Committee meeting, representatives of the nine countries of the "Andes Group" held their second meeting on the Integrated Programme for Conservation and Sustainable Development of the Andes.

David McDowell explores the 'New World' of IUCN

On his first trip as Director General of IUCN, David McDowell established contact with IUCN members in the Americas. Ricardo Bayon, who accompanied David McDowell on his trip, contributed the following account:

From Lake Titicaca in Bolivia to the mangroves of Costa Rica, from the icy *paramos* of Colombia to sweltering heat of summer in Washington, DC, David McDowell visited South, Central and North America to get a better idea of the work that IUCN does in the field.

The timing of this trip was important: new National and Regional Committees are beginning to determine the shape of IUCN's programme in the hemisphere, which has the potential to develop into one of IUCN's most "membership-driven" regional programmes.

Bolivia

The trip began in La Paz, Bolivia, at 3600 metres above sea level. With barely a chance to get used to the altitude, the Director General, accompanied by Alexandra Sánchez de Lozada (coopted Councillor from Bolivia) and Carmen Miranda, who chairs the Bolivian National Committee, met with government agency members, NGO members and the Bolivian National Committee as a whole.

The day culminated with a visit to the Bolivian President, Gonzalo Sánchez de Lozada, who explained how the country is reformulating its governmental structure in order to achieve sustainable development. He described the creation of a new Ministry for Sustainable Development, the passing of a law on popular participation which attempts to decentralise resources and decision-making power to local communities, and the attempts to rework the judicial and educational systems to bring them more in line with the outcomes of the Rio conference. He also expressed an interest in obtaining IUCN's help and support throughout this restructuring. At present, IUCN is considering how best to respond to Bolivia's request.

Colombia

The Director General then flew to Bogota for a series of meetings with Colombian members and with the Colombian Government. In Bogota, he was accompanied by IUCN Vice-President Juan

Mayr and by Elsa Matilde Escobar, Chair of Colombia's National Members' Committee. In Colombia, David McDowell also met with outgoing President Cesar Gaviria to discuss the possibility of Colombia becoming a state member of IUCN and to present the General Assembly Resolution regarding the building of a road through the so-called "Darien Gap" between Colombia and Panama. The Resolution states that proper impact assessment studies need to be undertaken before such a road is constructed.

A short field trip was also taken to visit Chingaza National Park which is managed by the Colombian National Institute for Natural Resources (INDERENA), an IUCN member. Chingaza is located on the outskirts of Bogota and contains a kind of ecosystem known as the *paramo* which only exists in Colombia, Venezuela, Ecuador and Peru. Besides being an example of an endemic ecosystem, the Park provides much of the drinking water for Bogota. IUCN will be helping the Colombian government prepare a plan for the development of its National Parks system.

Panama and Costa Rica

From Colombia the Director General flew to Panama and Costa Rica to meet with National Members' Committees from the Meso American region. In Panama, he met President Guillermo Endarra to look into possible collaboration between Panama and IUCN, as well as to further discuss the "Darien Gap" issue. In Costa Rica, he attended a Regional members' meeting which brought together all of National Members' committees in the region, from Mexico all the way down to Panama. At that meeting he discussed with each of these committees the ways in which the Secretariat could help them implement the programme they had drafted for the region.

While in Costa Rica, the Director General also took advantage of the opportunity to meet with the staff of the Regional Office for Meso-America (ORMA) and to visit an IUCN wetlands project in the mangroves surrounding the Terraba and Sierpe



In Colombia, David McDowell (in the white cap, centre) met with the National Members' Committee. He is flanked by Elsa Matilde Escobar, Chair of the Colombian Committee, and IUCN Vice-President Juan Mayr. On the far left is Luis Castello, the Union's Regional Representative for South America. IUCN

ivers. This project, which consists of helping a community cooperative in the region better utilise the mangrove resource, is now implemented by the Centro Agronomico Tropical de Investigación y Enseñanza (CATIE), an IUCN member.

Thanks to this project, the community produces better quality charcoal, which it sells for a higher price, while using fewer trees. It is also extracting tannin from the mangrove bark, thus using the whole tree and minimising waste. The cooperative is also building a fishing boat and is considering the possibility of showing tourists around the mangroves. All of this would allow them to make more money while destroying less of the resource. It's an example of genuine sustainable development in the field.

Before leaving Costa Rica, the Director General had an hour-long meeting with President José María Figueres and Environment Minister René Castro. The Costa Rican President described his new programme for achieving sustainable development and requested that IUCN consider how best to become involved. ORMA is already working with the Costa Rican Government on a National Strategy for Wetland Conservation.

After Costa Rica, it was on to Quito, Ecuador, where the Director General spent two full days talking to members and meeting with IUCN's staff in the Regional Office for South America (SUR). SUR staff expressed many of the same concerns as their colleagues in ORMA: they all felt that IUCN needed to pay more attention to its staff in the regions.

Washington, DC

The Director General then flew to Washington where he was met by Allen Putney, Acting Director of IUCN's office in Washington, and Mark Halle, IUCN's Director of Central Policy. IUCN President Jay Hair also accompanied the Director General during part of his stay. Shelia Davis Lawrence, the US government's special representative to IUCN, was present in many of the meetings.

There were three main reasons for the visit: to meet some of IUCN's members in the US, both governmental and non-governmental; to meet with staff in IUCN's US office; and to hold discussions with the Global Environment Facility (GEF), the World Bank, and the Inter-American Development Bank (IDB) on future collaboration.

With both the governmental and non-governmental members, a main topic for discussion was the role that IUCN could

play in the US and, consequently, the kind of work that would be expected from the US office. It was clear from these meetings that IUCN has an important part to play in the US as a neutral forum where different NGOs and the government can meet to discuss issues of mutual concern. As a result of the Director General's visit, a group of US members met in Washington at the end of October to further discuss this issue.

A further part of the programme was a full-day meeting between staff of IUCN and staff of the GEF. The new GEF Chair Mohamed El-Ashry had already met David McDowell in Geneva. Staff from the World Bank, including the recently appointed Director of the Environment Division, Andrew Steer, were also present at that meeting. At the end of the day, IUCN and the GEF had outlined an agreement to work together in a number of areas. Achim Steiner, who worked previously in IUCN's Regional Office for Southern Africa (ROSA), is now in Washington working out the details of that agreement.

Canada

The primary reasons for visiting Canada were to talk to members, to look into the state of preparations for the next General Assembly (World Conservation Congress) to be held in Montreal in 1996, and to meet the staff of IUCN's recently established office in Canada. Talks to governmental and non-governmental members in Canada made it clear that the preparations for the General Assembly are well in hand.

The Canadian Government has generously seconded a person to liaise closely with Headquarters and the Montreal office of IUCN on all aspects of the preparations for the Assembly.

The Canadian Committee for IUCN (CC-IUCN), which groups together all of IUCN's members in the country, is also beginning to mobilise around the upcoming Assembly.

New head of US office

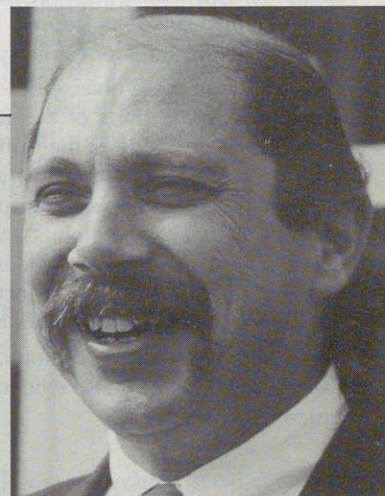
In September Scott A. Hajost was appointed Executive Director of the Union's office for the United States.

Scott comes to the Union with an extensive background in environmental issues. He is currently International Counsel for the Environmental Defense Fund (EDF), a major US non-governmental environmental organisation with an office in Washington, DC. In this position, he coordinated EDF's international activities relating to international agreements and institutions, including follow-up to the Rio Earth Summit and on environment and trade. He is a recognised expert on international environmental law and affairs including Antarctica, Law of the Sea, marine pollution and atmospheric protection.

Scott has previously served as an Acting Associate Administrator and Associate General Counsel for International Activities at the US Environmental Protection Agency (EPA) where he was a member of the Senior Executive Service. Prior to his service at EPA, he was Principal Attorney for Environment and Oceans Affairs in the Legal Advisor's Office at the US Department of State.

During his approximately nine years in the US Government, he gained extensive experience in negotiating international agreements and has led US delegations to a range of international conferences. He has served in a variety of professional legal organisations and is currently a member of IUCN's Commission on Environmental Law and the International Council on Environmental Law.

The current Acting Director, Allen Putney, has been named Director-Hemisphere Relations, and will focus on building partnerships for conservation action among IUCN's members and cooperating organisations in the Americas. He brings to the position some 26 years of work experience in Latin America and the Caribbean.



IUCN has played a leading role in the GEF-funded project for the conservation and development of the Konkouati Faunal Reserve (Congo), an area of Central Africa whose remaining biological diversity is under growing pressures from a number of competing interests. In the following article, Ndinga Assitou and Charles Doumenge look at the broad objectives of the project, which demonstrates how IUCN and its local partners can work together.

The saga of Konkouati

The Konkouati Faunal Reserve is located in south-west Congo on the border with Gabon, in the region of Kouilou. Two villages, Ntié-Tié and Nzambi, are located inside its boundary; others, like Ntandou-Ngoma and Cotovindou, just outside.

The Reserve covers an area around 144,000 ha, according to 1989 forestry figures. Stretching from the coast to the *Monts du Mayombe*, it includes marine, coastal and lagoon ecosystems (including the Konkouati lagoon), coastal savannahs, a variety of mangrove forests, and terrestrial systems.

In addition to these diverse ecosystems, a diverse fauna is still abundant in some parts of the Reserve, in spite of increasing hunting pressure. Most of the Congo's representative wild mammals are found here: elephants, gorillas, chimpanzees, sitatunga, buffaloes, as well as several species of duikers and old world monkeys, mangabeys, colobus and mandrills, and a varied avifauna – not to mention manatees, numerous reptiles and amphibians, and thousands of insect and plant species, including two species of coffee plants endemic to the region of Mayombe.

While there is an appreciation of the great biological diversity in the Reserve, there is also evidence of the increasing impact of human activities there.



An IUCN team visits a fishing camp at the Vandji lagoon on the edge of the Konkouati Reserve. From left: Ndinga Assitou, regional mission head for Central Africa; Don Gilmour, Head of the IUCN Forest Programme; and Christian Chatelain, Chief Technical Adviser for the Konkouati project.

IUCN/Charles Doumenge



The forest meets the shore near Kondi in the buffer zone of the Konkouati Reserve. IUCN/Charles Doumenge

Several forestry concessions are operating in the region. Although roadways are few, the Reserve is also accessible by water. It is frequented by hunters, fishers and gold prospectors, and their impact on the fauna is notable if rarely mentioned. A number of farmers living on the park periphery complain, however, of the damage caused to their crops by elephants.

The purpose of the Konkouati project is to promote the conservation of the biodiversity of this part of the southern Congo, while attempting to satisfy the needs of the populations around the Reserve. To accomplish this, the Congo authorities concerned and IUCN envisage setting up a participatory process of discussion and management, involving all the concerned parties – villages, private sector, public authorities, NGOs, etc. One mechanism to be developed is a community management agreement for the Reserve which will take into account the interests of the diverse groups of users and managers.

The Konkouati project began in the early 1970s. But it was 1980 before the site was classified as a faunal reserve with the principal aim of protecting the still-abundant wildlife. In 1989, the boundaries of the Reserve were modified to allow timber and oil exploration.

IUCN involvement

From 1988 to 1992, IUCN collaborated with the European Union and the oil companies BP and Chevron to analyse the conservation problems and possibilities for multiple and sustainable use of the Konkouati ecosystems. These studies resulted in a better understanding of the Reserve, the identification of the most important problems of the region and the gathering of the baseline data needed for future action for conservation and sustainable development.

From 1991 to 1993, the national project for conservation and management of protected areas of the Congo, financed by the Global Environment Facility (GEF) and known as GEF-Congo, was elaborated, with the support of IUCN among others. IUCN was retained for the execution of two projects.

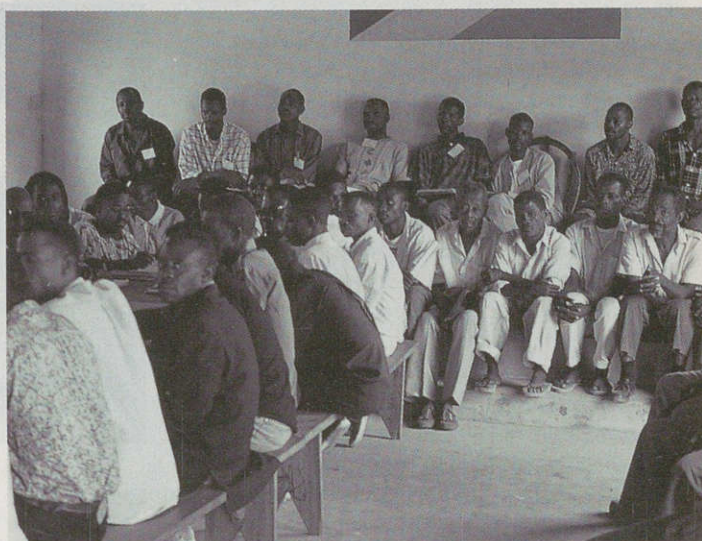
The Konkouati project was the first of the GEF-financed projects in the Congo to get under way. It was launched in February 1994, after several years of preparation, upon the appointment of the Chief Technical Advisor, Christian Chatelain. It

is executed by IUCN as support to the Ministry of Protected Areas and in collaboration with a variety of local partners.

With the project's launch, the Congo now has three major programmes related to environmental protection and the sustainable use of resources, executed respectively by the Wildlife Conservation Society (WCS) with the support of USAID Nouabale-Ndoki), the consortium AGRECO-CIRAD Forêt (ECOFAC regional programme), the European Union (Odzala) and IUCN. IUCN, in collaboration with the relevant Congo officials has played a determining role in the identification of the three sites and the definition of the activities under way in Odzala and Konkouati.

NDINGA ASSITOU, MISSION CHIEF,
CHARLES DOUMENGE, COORDINATOR,
PROGRAMME FOR CENTRAL AFRICA

For more information, please contact Christian Chatelain, CTP
Projet Konkouati, B.P. 5700, Pointe Noire, Congo, or Ndinga
Assitou, Chargé de Mission, B.P. 1001, Brazzaville, Congo.



The villagers of Nzambi meet to discuss the Konkouati Reserve. IUCN/Charles Doumenge



"Inherited wisdom", "traditional knowledge", "indigenous culture" – whatever the term, we know it refers to a priceless heritage that is disappearing. The following article by social anthropologist Eduardo Fernández illustrates why it is important that we halt – or even reverse – this erosion of our cultural history, even if it means changing many of our attitudes, our laws and our economic practices.

La linterna de algodón

Not so many years ago, the *Ashaninca* – one of the largest ethnic groups of the Peruvian Amazon – lived in and from an area of tropical forest, in harmony with the laws of nature and in accordance with the tenets of their culture.

While the *Ashaninca* women farmed, the men hunted and fished. They had developed extremely precise hunting techniques in keeping with the kinds of animals which inhabited this part of the Amazon. They fashioned a wide variety of arrows with distinctive heads, which permitted them to hunt anything from a giant tapir to a small bird.

Before a hunt, the *Ashaninca* would engage in hunting rituals and sing hunting songs. The men followed a strict regime: they had to abstain from sexual activity, shun certain foods and, finally, ingest a strong emetic to attain a state of purity for the hunt. It was also considered very important that the wife of a hunter not be menstruating, because the *Ashaninca* believed that to slaughter an animal during this period would have created an excessive flow of blood. When the hunters were ready, they would pray to the *Dueños de los Animales* – Lords of the Animals – to give them sustenance.

The hunt began with a thorough study of the hunting ground, which could be either a brackish water hole or lagoon near the coast that animals visited at night, or areas which held a certain

type of food they preferred, called a *comedero*. In either case the *Ashaninca* used a clever device to help them see at night: the *linterna de algodón*, or cotton lantern.

The hunter placed a small ball of cotton behind the food or water hole. He aimed the arrow at the cotton and draws his bow; then he retreated as far as he can while still able to see the soft glow of the cotton. Hidden in the foliage, the hunter would wait, often for hours, for the animals to come. He watched the cotton lantern; the moment its light was obscured, he released the arrow.

To understand this hunting ritual, we must compare it with our own practices. Our hunters generally try to surprise an animal, chase it down, perhaps shine a spotlight on it, and shoot it, with varying success. The *Ashaninca*, in contrast, preferred to gain both the complicity of the animal and the mandate of the Lords of the Animals. The *Ashaninca* hunter would wait for the animal to come to him; he would not illuminate the prey, but wait for the prey itself to extinguish the only light – that reflected by the cotton – thus becoming an accomplice in its own death and fulfilling the will of the Lords of the Animals.

Ompíquiri, an old *seripiari* (shaman) whose head is as full of folk wisdom as his mouth is of chewing tobacco, told us that this is how the *Ashaninca* lived until the day the colonists arrived.

The intruders set about chopping trees, cutting roadways and shattering the silence of the forest with their shotguns. They introduced metal tools, firearms, and a miraculous device which could illuminate the night.

The *Ashaninca* desired these things. They went to work for the settlers, razing miles of forest, planting coffee and cattle fodder and building houses for the settlers. Finally they were able to purchase the coveted shotgun and the magical battery-powered flashlight and start hunting in the modern way.

Ompíquiri describes the consequences of the settlers' onslaught: the *Ashaninca* gradually foresook their rituals and songs; they neglected their dietary regimes and began slaughtering the creatures of the forest without the animals' permission. They hunted as intensively as the colonists – pursuing their prey, blinding them with artificial lights, and shooting them with guns.

The Lords of the Animals, says Ompíquiri, were so offended that they abandoned the region, taking all the animals with them.

Today, many *Ashaninca* try to renew their rituals and sing their songs, but the Lords of the Animals refuse to return. So the *Ashaninca* are poverty-stricken, materially and spiritually. They are deprived of the food once provided by the hunt. The men, once hunters and warriors, find themselves transformed into farmers, doing work once reserved for women. The women, for their part, labour as servants for the settlers, and suffer the incomprehensible pain of having their children sold to the landowners – their sons as farm labourers and their daughters as housemaids.

The ancestral lands of the *Ashaninca* are now covered with coffee and grain. Much of it has been abandoned, eroded and lost forever. Some *Ashaninca* escaped to the forest in a vain search for the Lords of the Animals. Others are still reaping a meagre subsistence from the land – land which once embodied their cultural history but now belongs to others. They watch as the colonisation of the Amazon progresses relentlessly, destroying the forests and leaving indigenous peoples like the *Ashaninca* without a future.



No land, no children; no forest, no animals: this is what colonisation has meant for the *Ashaninca*. As Ompíquiri puts it, *la linterna de algodón* has disappeared forever, along with the songs of the hunters. The Lords of the Animals have abandoned the Amazon, and poverty and violence reign in their place.

EDUARDO FERNÁNDEZ,
SOCIAL POLICY SERVICE,
IUCN

Eduardo Fernández is a Programme Officer in the IUCN Social Policy Service, dealing with issues related to indigenous peoples and community participation in natural resource management. Born in Buenos Aires, Argentina, in 1949, he studied rural sociology and anthropology with a specialisation in indigenous peoples, and spent 15 years working in the Amazon.

The old and the new

Caring for the Earth makes it clear: indigenous peoples should be allowed to adopt a way of life "combining the old and the new in ways that maintain and enhance their identity while allowing their society and economy to evolve".

This requires us all to do the following:

- recognise the aboriginal rights of indigenous peoples to their lands and resources... and to participate effectively in decisions affecting their lands and resources;
- ensure that the timing, pace and manner of development minimises harmful environmental, social and cultural impacts on indigenous peoples; and that indigenous peoples have an equitable share of the proceeds;
- ensure that policy makers, development planners, conservation scientists and managers cooperate with indigenous peoples in a common approach to resource management and economic development.

The Indigenous Peoples Task Force was formed in the wake of the 1990 General Assembly to deal with issues relevant to Indigenous Peoples and ensure that indigenous concerns were incorporated into the work of the Union. At its last session, Council endorsed the idea of strengthening the work of the Task Force and making it more effective through regionalisation (see *Bulletin* 3/94, page 4).

The Union's Social Policy Service has prepared a proposal which will provide the operational guidelines for setting up the Regional Task Forces on Indigenous Peoples. The proposal states that each Task Force, assisted by the relevant IUCN offices, "will respond to the specific needs and opportunities of Indigenous Peoples in the region". It names four regions in which to begin: South Africa, Central America, South America and North America (Inuit Circumpolar).

In November, Eduardo Fernández undertook a consultative mission to Central and South America to discuss the proposal.



More than trees go up in smoke when a rainforest is burned: indigenous peoples such as the *Ashaninca* can lose their entire culture. WWF/André Bärtschi

The International Conference on Population and Development (ICPD) was held in Cairo on 5-13 September. Representing IUCN were Ambassador Bhagwat Singh, IUCN's primary UN Liaison in New York, and Professor Gayl Ness, University of Michigan (USA) Population Fellow. In the following article, Professor Ness describes what happened in Cairo and what it means for the conservation community.

The third wave

The Cairo Conference was the third such decennial gathering, following Bucharest in 1974 and Mexico City in 1984. Cairo received extensive media attention, largely because of the Vatican's initial strenuous opposition and its eventual, surprising capitulation when it allied itself for the first time with the basic Programme of Action. At Bucharest and Mexico City, the Holy See had refused to join the consensus on the World Plan of Action because of objections to modern contraception.

The current Programme of Action, finally adopted by consensus at Cairo, went far beyond the previous Plans, especially in promoting improvements in reproductive health services and in the position of women in society. The Vatican wished to join the consensus, because it "...opens out some new paths concerning the future population policy", said Archbishop Renato Martino, the Vatican delegate. Along with a score of other nations, the Vatican withheld acceptance of certain parts of the document, especially Chapters 7 and 8, relating to reproductive health, safe abortion and contraception, where it registered "grave concern". On the other hand it wished to endorse other principles, such as acceptance of the family as the basic unit of society, the relation-



The Cairo Conference agreed that the future depends as much on community spirit as on contraception. IUCN/Nepal

ship between population and development, gender equality, equity and the empowerment of women.

Building consensus and a global community

The Conference deserves careful attention, and congratulations, quite apart from the media hype provided (quite inadvertently, I suspect) by the Vatican. The three conferences seen together reflect one of the more hopeful of the powerful forces driving global society today: the forging of a community that can agree on the identification of major problems and can mobilise action to address these problems. Population growth is now recognised as a major problem for the world. There are still dissenters, to be sure, but the great consensus is that current rates are unsustainable, and that something must be done to reduce that growth.

The United Nations came to a limited agreement on this point only in 1966, creating a special organisational unit to deal with the issue in 1969. The United Nations Fund for Population Activities, UNFPA (more recently renamed UN Population Fund, but retaining the original acronym) was founded as a small US\$2 million fund in 1969, and has now become the pre-eminent international governmental agency addressing the problem. It has an annual budget of more than US\$200 million and projects in virtually all developing countries.

The three conferences have seen a steady advance of the consensus, especially among the less developed countries, where population growth is greatest. In 1974, they rejected the West's demands for targets and urgent action on family planning programmes and simple contraceptive distribution, countering with a call for greater world-wide equality in wealth distribution. The resulting 1974 World Population Plan of Action took account of the need for economic development, and proposed that population planning be an integral part of development planning. In 1984 in Mexico City, it was the developing nations themselves who led the struggle for more attention to problems of reducing population growth rates.

In both of those conferences only the Holy See refrained from joining the consensus. This makes its alliance with the consensus in 1994 all the more remarkable. Today the consensus is stronger than ever: population growth rates are unsustainable and must be reduced.

IUCN
The World Conservation Union

Population and the
Environment



IUCN goes to Cairo

The highlight of IUCN's participation in the Cairo Conference was the presentation of two handbooks on integrating population into sustainable development strategies at both national and community levels. The handbooks were prepared by IUCN with support from the United Nations Population Fund (UNFPA).

They are now being field tested and prepared for final publication at the end of 1995. They are also

being used to establish population environment networks bringing local population specialists together with IUCN members and partners throughout the world.

A leaflet on IUCN's perspective on population, drawing on language from *Caring for the Earth*, was also prepared by SPS and distributed to members before the conference.

IUCN members and partners can request (additional) copies of the handbooks from the Social Policy Service at Headquarters



Former IUCN President M. S. Swaminathan told the Cairo Conference: *"If urgent steps are not taken to curb the unsustainable lifestyles and consumption on the part of the rich billion and to mitigate the poverty and deprivation experienced by another billion children, women and men, we will be living in a world of social, economic and technological apartheid far worse in its human implications than the skin colour-based apartheid which has just ended."* IPPF

There have been many struggles along the way, with the US Government reversing its support in the Mexico Conference, and returning to strong support at Cairo. There have been arguments about tactics as well, especially around abortion, female education, and the use of modern contraceptives. But each wave has seen major extensions of the tactics to include issues of justice and equity. If population growth is seen as unsustainable today, there is also insistence that growth cannot be separated from issues of development, poverty and inequity in the world as a whole.

From family planning to equity and sustainable development

As remarkable as the creation of the global community, even with all its weaknesses, is the consensus on a strategy that is increasingly broad in its orientation. IUCN members will recognise the process, since it parallels their own historic shift from conservation to sustainable development. The plan adopted at Cairo is the "World Programme of Action". It was developed

International assistance

International population assistance began with private and Scandinavian donors in the early 1950s, growing slowly to only US\$100 million (constant 1985 US\$) by 1968. Then it jumped to \$400 million by 1972, and remained roughly at that plateau until about 1990. Total assistance now stands above one billion dollars, though still only about 1% of total Official Development Assistance. The new targets proposed at Cairo are to raise international assistance to above \$4 billion by 2000, up to 4% of ODA. Historical and current data showing donors and recipients of this assistance are published annually in *Global Population Assistance*, UNFPA, 220 E. 42nd St., New York, NY, 10017 USA.

over the past two years in regional and international preparatory committee meetings, reflecting the experiences of many countries in addressing their own population problems, and the best scientific information available on population dynamics. Its nine substantive chapters include the relation between population and sustainable development, gender equality, the family, population growth and structure, reproductive rights and family planning, health, population distribution, international migration and the relationship between population development and education. It identifies research that is needed, and proposes plans for national action and international cooperation, including both governmental and non-governmental organisations.

An echo of *Caring for the Earth*

In some of the Programme's most innovative sections, where it proposes attention to the needs of women and to broad-based economic development, it closely resembles arguments the IUCN made in *Caring for the Earth* three years ago. Scientific evidence is combined here with a moral imperative as the Programme proposes to promote the education and empowerment of women. *Caring for the Earth* proposed in 1991 that "traditional biases against women and girls must be overcome..." and women must "...be given full access to health care and to the means to control their own fertility and the size of their families." The Cairo World Programme of Action echoes those demands.

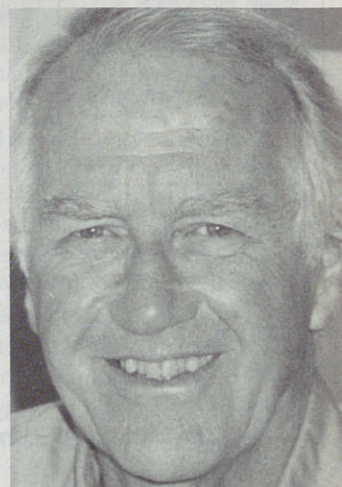
Deep conflict

The Cairo ICPD was marked by more and deeper conflict than the previous two. That conflict helped to focus world, and certainly press, attention on the events. Until the final Friday, the consensus was in doubt. When the gavel came down on the final day, however, a broad consensus had been achieved, to which the Holy See for the first time added its support. Portions are still contested, to be sure: abortion and deliberate birth control remain contentious. But even they are more and more recognised as central issues in the world community's determination to address its global population problem.

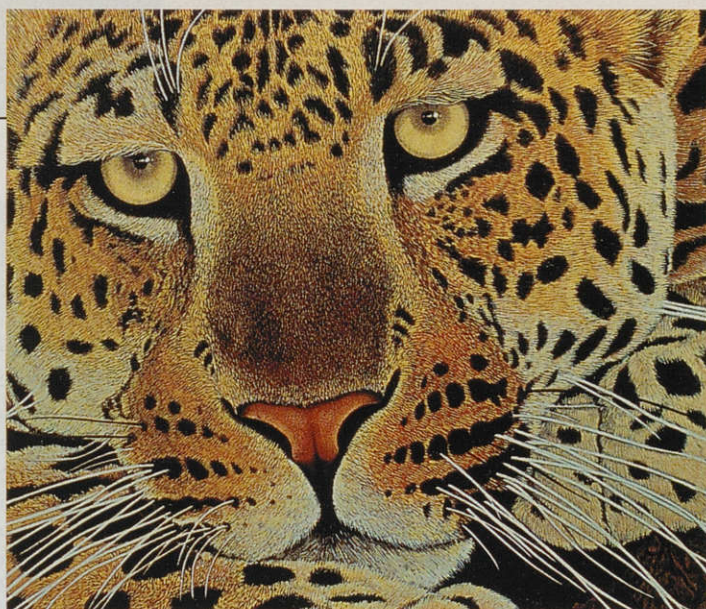
In the decade ahead we shall test whether that the Cairo consensus can be translated into concerted action and increased resource mobilisation. If that can be done, we shall have moved further towards the admirable goals articulated in *Caring for the Earth*, of creating sustainable local and global communities through promoting the well-being of people and ecosystems.

GAYL D. NESS

Gayl Ness came to IUCN Headquarters in January 1994 as a Population Fellow. A Professor in the Department of Sociology at the University of Michigan, he was founder and director of the Population-Environment Dynamics Project. He has extensive field research experience in South-East Asia, and is well-known for such publications as *The Land is Shrinking: Population Planning in Asia* (1984); and *Population Environment Dynamics: Ideas and Observations* (1993).



In *Wild Cats: Status Survey and Conservation Action Plan*, Kristin Nowell and Peter Jackson and their colleagues in the IUCN Cat Specialist Group review the status of all the 36 species of wild cat, big and small, and the threats to them. They discuss problems of habitat, management, trade, captive breeding and re-introduction, as well as the research which is urgently needed to improve conservation measures. More than 200 cat specialists and wildlife managers from all around the world have contributed to this new Action Plan, which will be published by IUCN early in 1995. Leading professional wildlife photographers have donated dramatic pictures of some of the rarest species, including the little-known Andean mountain cat. In the following article Peter Jackson examines the background to the Action Plan and why it is so urgently needed.



Conserving wild cats: time to act

All the wild cats, from the lion, leopard and jaguar down to the tiny kodkod, fascinate people. But their interests often conflict, and cats are increasingly the losers. When prey becomes scarce, cats kill domestic animals – cattle, sheep, goats and poultry – and in retaliation are shot or poisoned by farmers. Although the spotted fur trade has diminished, cats are still illegally hunted for their skins or as trophies. Most important of all, the habitat suitable for cats is shrinking because of the rapid spread of human settlement and cultivation.

The plight of the tiger, already gravely endangered by reduction and fragmentation of habitat, as well as by intensive trophy hunting, has been highlighted in recent years by widespread poaching for bones for Chinese traditional medicine.

Three of the eight subspecies, the Bali, Javan and Caspian tigers, have become extinct in the past 50 years. Another, the South China tiger, is virtually extinct, with only a few scattered survivors. The remaining four subspecies are now all at risk.



The margay, predator of rats and mice. G. Ziesler



Top: poster from the Centre for Environment Education, India. CEE India

Bottom: seized skins in Calcutta. Belinda Wright

The Asiatic lion, which once ranged as far west as Macedonia, survives only as a relict population in the Gir forest of western India. The leopard in North Africa and South-West Asia is rarely seen, and the most northerly subspecies, the Amur leopard, has been reduced to only about 30 in the Russian Far East.

Hundreds of cheetahs and many jaguars are killed every year by farmers who view them as a threat to their livestock. Himalayan communities want to see the snow leopard exterminated because of predation on their sheep, goats and horses.

Yet cats, as super predators, have a vital role to play in the balance of natural ecosystems. Larger species, such as the tiger, control numbers and distribution of deer, antelope and wild boar. Others, such as the caracal, margay and sand cat, keep down rats, mice and other rodent pests.

Faced with persecution and loss of living space, the wild cats need concerted and immediate conservation action if they are to survive.

A plan for action

Wild Cats opens with an introduction by Elizabeth Marshall Thomas, author of the recent US best-seller, *The Tribe of Tiger*. Going beyond science, she evokes the emotional link between cats and humans, as a result of which the world today has more than 400 million domestic cats (descended originally from the African wildcat), which far outnumber all the wild species.

Although everyone recognises a cat as a cat, specialists have still to agree on how many species there are and how they are related. The Action Plan reviews the history of felid classification and how the modern science of genetic research is helping to clarify some of the mysteries. For instance, the cheetah, a courser which has many affinities with wild dogs, has been found to occupy a place near the centre of felid evolution rather being than a felid species apart.

How vulnerable are cats?

The Action Plan breaks new ground in presenting a unique method of evaluating the natural vulnerability to decline and extinction of all the cats. It takes into account the number of different types of habitat each species uses; its geographic range; and its size, which affects density, since large cats need much more space than small ones. A scoring method leads to classification of the cats in five categories according to their vulnerability. The Iberian lynx stands alone in Category 1 as the most vulnerable species. Only about 1200 survive in Spain, with a handful in Portugal. However, the Iriomote cat, of which only about 100 are to be found on a small Japanese island east of

Taiwan, is even more vulnerable. But its recent classification as a subspecies of the common leopard cat of Asia removes it from Category 1 if the classification is accepted. The authors recognise that this classification is highly controversial, with leading scientists convinced of the Iriomote cat's unique place in cat evolution. The Action Plan therefore gives it a status report equal to that for a full species.

All the species accounts are accompanied by maps portraying the latest information on distribution, with indications of selected protected areas where they are found. For some species, such as the tiger, the Asiatic lion and the cheetah, there are maps of historic distribution which mark some of the last reports from areas from which they have now vanished.

Problems of cat conservation

The second part of the Action Plan is devoted to discussion of the major factors involved with cat survival. The problem of deteriorating habitats and the extent to which cats, once associated with pristine areas, may be capable of adapting to degraded habitat, is discussed at length. The Action Plan tabulates the association of each species with various types of habitat.

Persecution of cats for predation on livestock poses major challenges in management, not only of the cats, but of the threatened livestock as well. The impact of predation overall may be minimal, but is nevertheless crippling for poor stock-owners in the developing world. The authors recognise that individual cats which become persistent pests must often be eliminated, despite the difficulty in identifying the guilty animals. Nevertheless, they stress that little is gained by attempts at wholesale extermination of predators. Various methods of better livestock management and compensation for losses to cat predation are reviewed. In addition, there is a special section on human deaths from big cat attacks. Most of these result from confrontations in which cats are taken by surprise and make a pre-emptive strike, often fatal because of their great size and power. The Action Plan includes suggestions on ways to lessen the danger of confrontations.

Research and captive breeding

Recognising the sparse knowledge of the natural history of almost all the wild cats, the authors call for a major increase in research to provide a basis for scientific conservation measures. A chapter on captive breeding shows that, in most cases, there are inadequate numbers of founder stock. There is also a need to ensure the integrity of subspecies by avoiding mixing individuals from different areas. The role of zoos in the education of the public about cats and other wildlife, along with scientific captive breeding, is stressed.

One of the principal justifications for captive breeding, apart from biological research and public display, is that it provides a reservoir for possible re-introduction and re-stocking. The Action Plan points out that such projects need careful scientific evaluation in advance, as well as taking into account public attitudes. Animals should only be released in the wild after intensive preparation and there should be continued monitoring of the results. The costs involved can be high. The advice of the IUCN Re-introduction Specialist Group should be followed.

The trade in spotted cat skins has in the past assumed threatening dimensions but, as a result of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and public outrage, the fashion has declined to such an extent that it is not, at present, threatening any of the wild cats. Most past exploitation has been indiscriminate and unplanned. How-



Top: the rare and mysterious Andean cat. G. Ziesler

Bottom: tiger skeleton. Day

ever, the two North American lynxes, the Canada lynx and the bobcat, continue to be exploited for furs. Both have been the object of intensive research and programmes to ensure a sustained yield, and these are reviewed in the Action Plan.

Listing priorities

What are the priorities in cat conservation? The Action Plan lists more than 100 projects, some on-going and others of high priority, which have been proposed by members of the Cat Specialist Group or have arisen from the status surveys. They all need funds if they are to succeed. As well as providing a major reference source on the wild cats, the Action Plan is seen as the basis for encouraging major institutions, commercial as well as non-profit, to contribute to achieving the long-term



Author, photographer and cat specialist Peter Jackson with a friend. Peter Jackson

survival of the wild cats, not only as entrancing creatures of grace and beauty but also as leading players in the world's natural ecosystems.

PETER JACKSON,
CHAIR, IUCN/SSC
CAT SPECIALIST GROUP

Peter Jackson became entranced by Indian wildlife during 18 years as Reuters Chief Correspondent in India. He moved to WWF as Director of Information and took on management of Operation Tiger. A freelance consultant since 1979, he was invited to chair the IUCN Cat Specialist Group in 1983. He is also a member of the Asian Elephant Specialist Group.

Kristin Nowell has been studying cheetahs in Namibia. TRAFFIC International has published her studies of trade in tiger bone and rhino horn.

Tribute to Kailash Sankhala

Kailash Sankhala, one of the world's leading tiger experts, first Director of Project Tiger, India, and longtime friend of IUCN, died on 15 August in Jaipur, aged 69.

Sankhala, a senior member of India's Forest Service and an all-round naturalist, was a towering figure in tiger conservation. In 1992, he received one of India's highest awards, Padma Sri (Order of the Lotus) for his services to wildlife. In 1969, alarmed by the wave of trophy hunting of tiger and the skin trade, he made an impassioned call at the IUCN General Assembly for immediate conservation measures, which alerted the world to the threat and led to international action. Hunting and trade bans quickly followed, and WWF launched an appeal for US\$1,000,000 for Operation Tiger to support field action.

Sankhala then organised the first all-India census, which led to the conclusion that only about 1800 survived, marking a decline from a possible 40,000 at the turn of the century. He was appointed Member-Secretary of a Task Force established by Prime Minister Indira Gandhi to prepare the programme which was launched on 1 April 1973 as Project Tiger. Sankhala became Director. Strongly backed by Mrs Gandhi, and working with Dr Karan Singh, the Minister responsible for Project Tiger, he pushed through innovative administrative changes which laid a sound foundation for tiger conservation in India. The reluctance of State Governments, who controlled forests under the constitution, to give up substantial revenue from logging was overcome by Central Government financing and persuasion. Nine special reserves, to be managed primarily for the tiger, were established.

As the years went by, the number of tiger reserves increased to its present 21, with more planned. Project Tiger combined

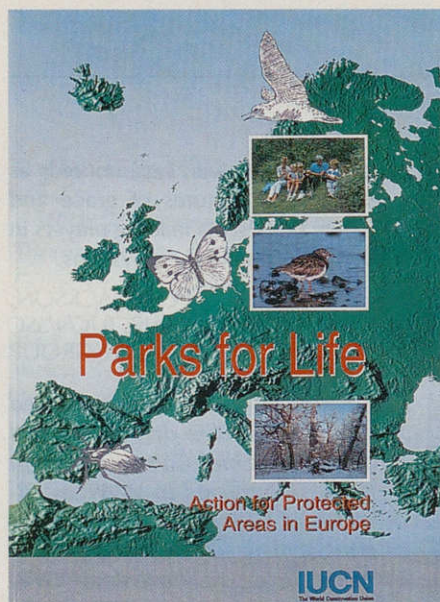


protection of the tiger and its prey from poaching with rehabilitation of their forest habitat. Check dams provided improved water supplies, while radio networks helped to limit the damage of dry-season fires. When Sankhala moved on to become Chief Wildlife Warden of his home state of Rajasthan, a second tiger census indicated that the population had risen to about 3000. Despite uncertainty about the accuracy of census figures, it was clear that the tiger had been given a new lease of life in India.

As Chief Wildlife Warden of Rajasthan, Sankhala strongly promoted conservation of the State's wildlife, and established the Desert National Park, and improved the famous bird sanctuary of Keoladeo Ghana at Bharatpur, where, early in his career, he had served as Conservator. In so-called "retirement", he was as active as ever. He published several books on tigers and one on Keoladeo Ghana, which were illustrated with his fine photos. Two more on the desert and his jungle reminiscences are ready for the press. They will serve as memorials, especially the magnificently illustrated revision of his magnum opus on the tiger, which was published recently (see the Cat Specialist Group newsletter, *Cat News*, No. 19, for a review).

Kailash Sankhala was closely associated with IUCN, as a member of CNPPA and the SSC Cat Specialist Group. He attended many General Assemblies and Conferences, and served as Organising Secretary of the 1969 General Assembly in New Delhi and its associated technical meetings.

The life and achievements of Kailash Sankhala must stand as an inspiration to all to work with the same dedication so that the tiger survives. PJ



Parks for Life. Action for Protected Areas in Europe. IUCN Commission on National Parks and Protected Areas (CNPPA) in association with the Federation of Nature and National Parks of Europe (FNNPE), the World Wide Fund For Nature (WWF), the World Conservation Monitoring Centre (WCMC) and BirdLife International. Project Coordinator Hugh Synge

This plan sets out the policies and actions needed to ensure an adequate, effective and well-managed network of protected areas in Europe. It outlines how potential areas should be integrated with other sectors, such as agriculture, forestry and tourism; sets out priorities at European, sub-regional and national level;

proposes actions to strengthen the legal framework, planning and management of Europe's protected areas, and explains how to create the public support necessary for success. Over 200 individuals and institutions have contributed to what has become IUCN's largest-ever exercise in regional collaboration between government agencies, NGOs and the individual staff of protected areas.

French, Spanish, and German editions in preparation. A 12-page Summary is available from the Communications Division, IUCN-HQ.

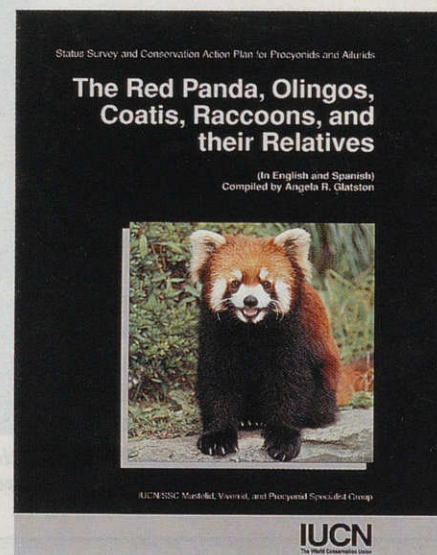
ISBN 2-8317-0230-5, 150pp., coloured illus., maps, £10, US\$15

The Red Panda, Olingoes, Coatis, Raccoons and their Relatives: An Action Plan for the Conservation of Procyonids and Ailurids. Compiled by Angela R. Glatston, IUCN/SSC Mustelid, Viverrid and Procyonid Specialist Group

The procyonids and ailurids (the red panda) are species about which very little is known. Information on the red panda is almost non-existent and taxonomic confusion besets this whole group from the family to subspecies level. The aim of this Action Plan is to draw attention to the conservation problems confronting these species, particularly since the general lack of knowledge has meant that they are afforded little if any protection. This

Action Plan will be of interest to taxonomists, biologists and ecologists, as well as the general public.

Bilingual edition: English and Spanish
ISBN 2-8317-0046-9, 1994, v+103pp., £13.50, US\$20



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CALENDAR

1995

17-27 Jan	Yogyakarta (Indonesia)	Expert Consultation on Non-Wood Forest Products (FAO)
23-26 Jan	New Delhi (India)	Renewable Energy Asia Pacific '95 (Indian Renewable Energy Development Agency Ltd)
10-12 Mar	Duluth (USA)	Wolves and Humans 2000: A global perspective for managing conflict (University of Minnesota)
20-25 Mar	Sevilla (Spain)	International Conference on Biosphere Reserves (UNESCO)
April	Lanzarote, Canary Islands (Spain)	World Conference on Sustainable Tourism (UNESCO, UNEP, WTO, INSULA)
22-26 Apr	Minneapolis (USA)	Working in a World Dominated by Humans: Theory and Practice of Landscape Ecology (University of Minnesota)
14-19 May	Amsterdam (The Netherlands)	5th World Congress of the Council on Tall Buildings and Urban Habitat. "Habitat and the High-Rise" (CAOS)
22-26 May	Geneva (Switzerland)	WMO Conference on Meteorological and Hydrological Technology and its Management
4-14 Aug	Beijing (China)	International Geological Congress (International Union of Geological Sciences)
21-25 Aug	Copenhagen (Denmark)	2nd International Conference on Environment Enrichment (ZOO)