

The IUCN Bulletin

Number

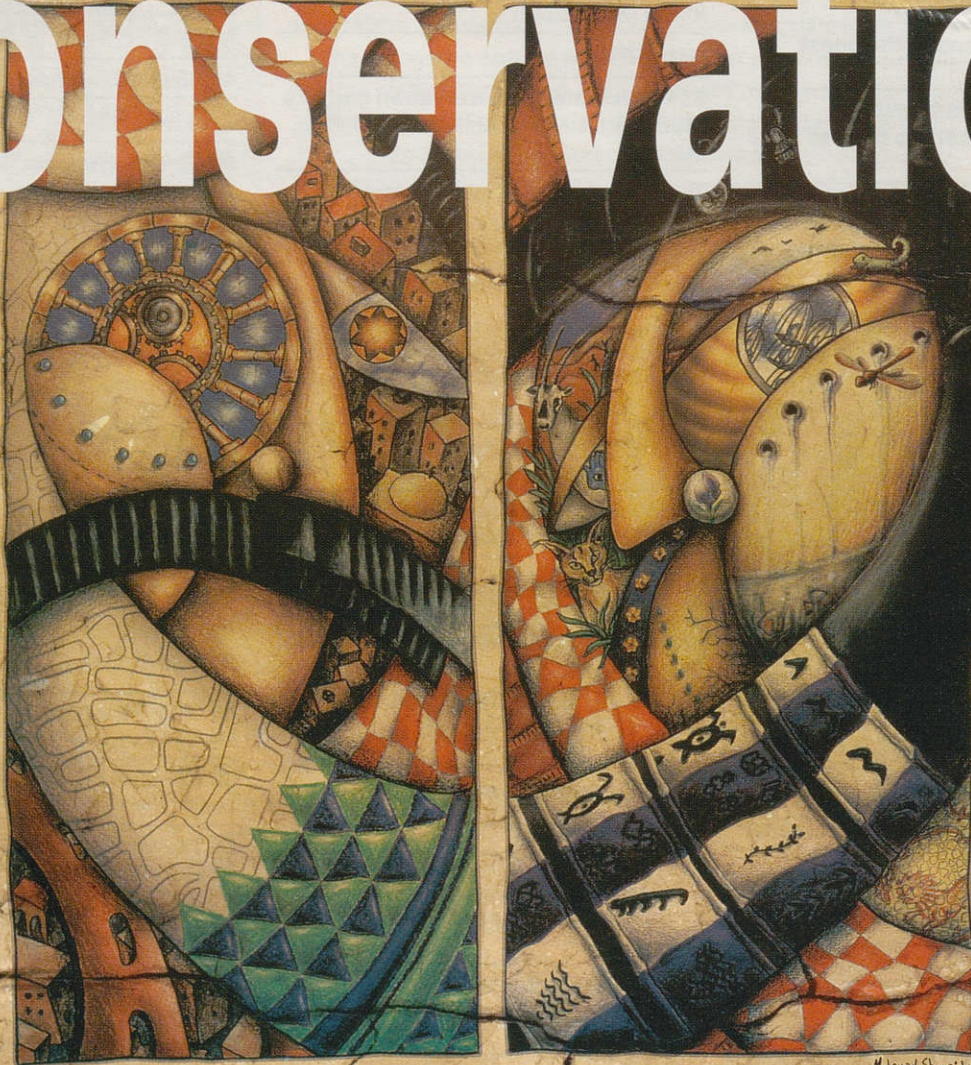
3

2000

1

2001

World Conservation



Mahamad Shuraidoh

Amman 2000

2nd World Conservation Congress
4-11 October 2000

IUCN
The World Conservation Union

AMMAN 2000

I. AGENDA

Introducing the 2nd World Conservation Congress

3 The spirit of Amman
Yolanda Kakabadse

5 Back to the future Ed Wilson

6 PROGRAMME: Taming the beast
Richard Sandbrook

9 INTERACTIVE SESSIONS: Encouraging members to talk the talk!
Jeffrey A. McNeely

10 MOTIONS: Engaging our members
Steve Edwards



II. THEMES

Presenting the major conservation themes and issues addressed by the Congress

INTRODUCTION

13 Peace, vulnerability and resilience – the challenge of Amman Pascal O. Girot

14 Earth Forum: prospects for the planet Jason Switzer

ECOSYSTEMS

15 Lessons from the Nile
Kenton Miller

18 Marine Programme: poised for action Roger McManus

BIODIVERSITY

20 Species conservation: a new era
Sue Mainka

23 Species Information Service
Andrew T. Smith

24 The oryx of Shaumari Lee M. Talbot

26 The climate is changing: now what? Gordon Shepherd

SECURITY

27 Doing the right thing Jason Switzer

27 The best approach to security?
Mark Halle

30 Forests: inviting disaster
Mahfuz Ullah

31 Water for people and nature
Khalid Mohtadullah

SOCIETY

33 Participatory conservation gathers momentum Ashish Kothari with Manju Menon

35 More support for collaborative management
Grazia Borrini-Feyerabend

36 What constitutes sustainability?
Alex de Sherbinin

38 Business and biodiversity: the beginning of a beautiful friendship
Robert Barrington

39 Targeting trade Ricardo Melendez-Ortiz

40 Environmental law: Amman mandates Charles di Leva



III. UNION

Considering the state of the Union in the wake of Amman

COMMISSIONS

42 Serving the cause together
David Brackett

42 CEC: taking the members' challenge to heart Denise Hamú

43 CEL: capacity building
Parvez Hassan

43 CEM: a critical moment
Hein van Asperen

44 SSC: voluntarism and regionalization David Brackett

44 WCPA: a 21st Century agenda
Kenton Miller

45 CEESP lives! Taghi Farvar

REGIONS

46 Impressions from Amman
Talal F. Al-Azimi, Parvez Hassan, Justo Pastor Nuñez, Sônia Rigueira, Scott Hajost, Mamadou Diallo, Juliana Chileshe, Suliana Siwatibau, Liz Hopkins, Ivan Voloscuk

MEMBERS

49 Strength in diversity Diane Tarte

COUNCIL

50 Challenging the time zones
Wren Green

DONORS

51 A donor's-eye view of the Congress Philippe Zahner



IV. ANALYSIS

Sharing some parting thoughts on the Congress and the evolving role of IUCN

54 The importance of a Congress
Martin Holdgate

55 Spanning the digital divide
Jean Thie

56 The elephant in IUCN
Ricardo Carvalho

58 Members give the Congress a passing grade Nancy MacPherson

59 Amman retrospective
Maritta R. von Bieberstein Koch-Weser

60 A great opportunity Alia Hatough Bouran

Photoessays: 4 Welcome to Amman
12 Honours and accolades
41 Conservation and society: a Jordan photo album
53 Congress snapshots
57 Getting the message out

Insert: special feature on Conservation in Jordan

Also:

61 New Council
62 News highlights
63 Commission news
64 In print

For a detailed report of Congress Proceedings, summaries of the Interactive Sessions and IISD's daily rundown of events, see: <http://iucn.org/amman>

Cover: the centre illustration is based on the Congress poster, artwork by Mohanad Shuraideh (Saatchi and Saatchi/Jordan) working from ideas of IUCN staff and IUCN members in Jordan. The poster was funded through Jordan's Ministry of Tourism and Antiquities and the Jordan Tourism Board in collaboration with the Jordanian National Committee of IUCN.

The photographs of the Byzantine mosaics of Jordan in these pages are reproduced with the kind permission of Fr. Michele Piccirillo of the Studium Biblicum Franciscanum in Jerusalem.

I. AGENDA



AGENDA



In October 2000 the IUCN family gathered in Amman at the 2nd World Conservation Congress.

At the invitation of the Hashemite Kingdom of Jordan, the eight-day meeting brought together some 2000 participants from IUCN member organizations, Commission networks, IUCN staff, partner and donor groups, observers and journalists. Altogether 181 countries were represented.

The Congress agreed on an innovative set of actions to save terrestrial and marine ecosystems and help stem the rising tide of species extinction; it approved a new results-oriented Programme framework, adopted nearly 100 specific resolutions and recommendations that will shape IUCN's environmental agenda for the years to come, and launched several new initiatives in furtherance of the Union's mission.

In the following pages we will revisit the Amman Congress with some of those who were there.

The spirit of Amman

Yolanda Kakabadse

In October 2000, our IUCN family was welcomed to Amman, Jordan, for the 2nd World Conservation Congress. For ten days we were graciously hosted by Jordan's own Royal Family, H M King Abdullah II and H M Queen Rania, H M Queen Noor – our Patron for the last twelve years, the government of the Hashemite Kingdom of Jordan, and the warm and hospitable Jordanian people.

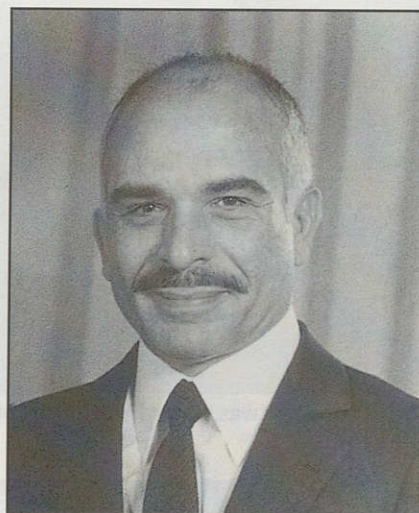
At this first World Conservation Congress of the millennium we could not resist a glance back at the century just past – a period of tremendous inventiveness and progress in some ways, and unparalleled conflict, devastation and loss in others. But our gaze was always brought back to the challenges of the new century. Indeed the purpose of this Congress was to consider how we in IUCN can help to build the bridges the world so desperately needs – between science and decision-making, between people and their leaders, between our deep concern for our natural environment and our desire for human progress and prosperity.

We owe the success of the 2nd World Conservation Congress largely to the hard work of the IUCN National Committee of Jordan, and especially to Dr Alia Hatough Bouran who oversaw Congress organization on the Jordanian side. Our own staff led by Ursula Hiltbrunner and Jane Ganeau again proved themselves untiring and endlessly imaginative in the face of repeated challenges.

But as always, the Congress is the creation of the members. It is their assembly, and its purpose is to do their business. We are thankful that this Congress did what all Congresses do – it brought together the amazing global family that is IUCN. Now we must take what we learned and experienced in the great historical city of Amman and apply it across the world.

The Congress theme "Ecospace" reflected our conviction that we cannot achieve our conservation goals within the confines of national boundaries. Ecospace is where nature functions and provides its services; it is where we ourselves live and work and manage our resources. It must be a peaceable kingdom, a place of harmony and compromise between ourselves and our natural environment. The Congress has sent us forth to take this message home, and given us some new tools by which to judge our success.

Yolanda Kakabadse has been President of IUCN since 1996.



Before he died, H M King Hussein issued Jordan's invitation to host the Congress.



H M Queen Noor (right) and IUCN President Yolanda Kakabadse on the Congress podium.

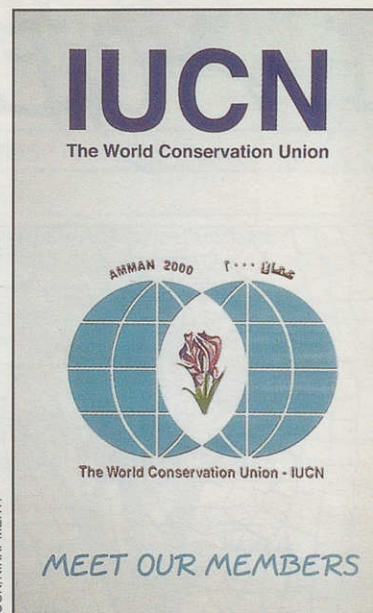


AGENDA

Welcome to Amman



IUCN/NIKKI MEITH



IUCN/NIKKI MEITH



IUCN/NIKKI MEITH

The Plenary Hall was located in the midst of a huge park and sports complex.



IUCN/NIKKI MEITH

Akel Biltaji, Jordan's Minister of Tourism and Antiquities, was active throughout the week, underscoring Jordan's commitment to the environment. He is pictured speaking with former Director General Sir Martin Holdgate.



STUDIO WALED

Queen Noor, IUCN's Patron, was unflinching in her support of IUCN, making several appearances throughout the week. At the Opening Ceremony she spoke compellingly of the importance of ecosystem-based environmental cooperation, as the major theme of the Congress and a subject most vital to the Middle East.



STUDIO WALED

The Opening Ceremony was held in Amman's magnificent 2000 year-old Roman amphitheatre. Queen Noor began by requesting a moment of prayer for those suffering in the region. Ruba Assaf of Jordanian Television welcomed participants, noting that the Congress marks the largest environmental meeting in the region. Other speakers were Mohammad Halaikah, Deputy Prime Minister of Jordan; Klaus Toepfer, UNEP Executive Director; Maurice Strong, Chair of the Earth Council; and Yolanda Kakabadse, IUCN President.

Back to the future

Ed Wilson

The Amman Congress celebrated the culmination of a half-century of remarkable, if unfinished, achievement on the part of the environmental movement. It also marked the beginning of a new chapter in the Union's history. It's going to be a difficult chapter to write, and will no doubt include unwelcome surprises and unforeseen obstacles.

Our major challenge is therefore one of vision; not in the general sense of the Union's Vision of "a just world that values and conserves nature" – this remains our cornerstone – but in the sense of our ability to see, and even anticipate, the specific causes of environmental degradation so we can put into place strategies to address them effectively.

One difficulty is that these causes are moving targets: as we begin to deal with them, new problems push ahead of them in line. They are also unfamiliar: 30 years ago only the most visionary among us could imagine the rapid changes now taking place – the melting ice caps and alpine glaciers, the likely immersion of entire island chains, the ozone holes, the devastating floods and fires.

Another difficulty is that the tools and approaches that have served us so well are no longer sufficient; in fact many are obsolete. We need new strengths, new skills and new blood. In this context, a

'conservative' approach to conservation cannot succeed. A happy ending to this chapter requires nothing less than a revolution in the way we see and think and act.

Finding focus

It's easy to come up with a list of the major threats to our environment: biodiversity loss, the water crisis, climate change, agriculture, biotechnology, habitat loss, demographic upheaval, poverty, diminishing resources. It's less easy to decide exactly where to focus our energies. We are convinced



AGENDA



Participants from 181 countries gathered in Amman.



IUCN/ELANE SHAUGHNESSY



MOHAMMED ZAKOR

As always, the Congress was an occasion for meeting friends, old and new.

that the new Programme presented to the Congress makes a start, or at least provides a useful framework.

Before we take you back to Amman, let me offer a thought of my own: the Congress reaffirmed a lesson conservationists have learned the hard way over the past 50 years: compartmentalization does not reflect reality. All of the issues addressed in Amman and in this bulletin overlap; there are no discernible lines dividing them. This means that any action we take must bring to bear all the best natural and social science we can assemble, it must harness the strengths and diversity of all our members, it must honour the cultural traditions of native communities while employing the latest technologies and the best ideas of the brightest minds in conservation.

And our widely (and wildly) diverse Union must function as a single force if we are to bring this next chapter of ours to a happy end.

Ed Wilson is IUCN Programme and Policy Coordinator.

For a full account of how the new IUCN Programme came to be, see page 6. The text of the Programme is available on the IUCN website at <http://www.iucn.org/2000/about/content/ppet/quadprog.html>



AGENDA

PROGRAMME: Taming the beast

Richard Sandbrook



The Amman Congress marked a climax in the revolution that started four years ago in the way the Union conducts its business. This transformation has brought about a great number of innovations in IUCN operations, the organization of its activities and the way it explains itself to members and donors.

Four years ago in Montreal, the Union was besieged with criticism of its Programme and resolutions process. Many in the membership expressed a sense of incomprehension about what the Union was doing and what the Programme really meant. Something had to change and the Council and the Secretariat knew it.

To answer the challenge from the members it was clear that we would not only have to reorganize the Programme but also achieve some focus. In the spirit of good strategic planning we had to understand that less can mean more! The advice was all there – concentrate on the mission, improve accountability, provide a framework for organizing budgeting and funding, enhance communication, establish a basis for monitoring and evaluation, and more. Quite a stretch.

In the way of such things in the institutional context the first step was to codify what exactly was wrong. Thus in 1998 an independent review team headed by Gabor Bruszt undertook an external review of the Programme. This excellent start was the basis of most all that has followed.

Where we had to change

In common sense terms the review concluded that we should base the Programme on what the Union does that is unique and special, rather than what everybody else does – particularly the members. The many areas of activity should be concentrated down to six 'knowledge management' areas. (These became the seven Key Result Areas.) It called for integration, so that activities taking place in

Commissions and Regions should not be unrelated to what is going on overall. Not to get rid of the diversity but to add to it with some logical framework so as to realize the synergies and advantages of having a Union at all! At the same time, it said, the Programme should not be so inflexible that it stops being an enabling and empowering tool. Innovation must be allowed for. We were told to look at the instability in the financing of the Programme and to find a firmer base.

The evaluation made a series of very strong points about the regions: they were often unconnected to the centre and to each other; there was incoherence as to their decision-making authority; they had problems with governance; (points that to this day remain in part unresolved).

For me, a key point in the Gabor Bruszt report was the need to integrate socio-economic science and gender considerations into the Programme. Again, not instead of the Union's historical excellence in natural science, but alongside the traditional approach.

The final issue concerned "governance". Council needed to 'drive' performance. It needed monitoring and evaluation tools to do so. The Secretariat, sitting as it does as one strand of the infamous "triple helix" with members and Commissions, needed to know who decides what when and where. And Congress needed to be considered too as it was becoming an end in itself rather than a mechanism to accelerate change on the ground.

Reshaping the Union

The Council and the Secretariat received all this advice and more, in 1999. After a retreat at the beginning of Maritta Koch-Weser's term (and after the stimulation of the 50th anniversary) they resolved to make a determined effort to focus the Programme and move the Union towards a system of 'managing by results'. Together, under Maritta's guidance, they

created a new vision for it all that was both clever and inspirational. The Union is all about "a just world that values and conserves nature".

This determination to get it together led on to another, extremely important innovation implied in the review – the need for a Business Plan to diversify funding and fully relate the funding base to the Programme. The work of Bill Jackson and Veronique Lavorel to advance this has been tremendous.

But back to the Programme. In July 1999 – to start to focus we developed a list of strategic criteria to judge each activity: its relevance and significance to the Union's mission, its potential 'reach', our capacity to carry it out, and the potential for IUCN leadership in the area. We (that is the 50 or so who came together from each stakeholder group in the Union) had to ask ourselves: "if somebody else is doing the job better than we are, why not let them get on with it?" All agreed there should be scientific rigour but what of the conservation – nay, sustainable development – dividend? We had to have clear reasons for our programming choices, not least that any activity ultimately needs to be fundable and marketable – even if it takes three years to make it so.

Acronyms rule! KEGO and KRAs take centre stage

The guiding reasons for having the agenda in the first place came down to four strategic activities: everything the Union does is based on generating Knowledge about issues, Empowering people to act, improving Governance (for example, law and regulation, but also our internal organization), and building the Union's Operating capacity. To make this clear the strategy for the Union was developed around the themes of Knowledge, Empowerment, Governance and Operations (KEGO).

After the framework, and working through a consultative process within the Secretariat, the Regions and the Commissions, we came up with a list of the Union's seven basic knowledge management areas, or Key Result Areas. They were:

- effective management and restoration of ecosystems;
- agreements, processes and policies;
- incentives, including finance for conservation of biodiversity and sustainable use of natural resources;
- equitable sharing of the costs and benefits;
- assessment of biodiversity and of related social and economic factors;
- information management and communication systems;
- effective, efficient, and accountable management and leadership of the Union.

It was decided that gender, rights, sound science and economic realities should cross-cut all of these result areas too. This is important, for the Union is nothing if it does not take into account the pathos of poverty and the destructiveness of greed.

Using some 60 sub-results under the seven KRAs we can now indicate how each of IUCN's activities contributes to each result area (or several). Or, taking a different cut, we can now look at what the Union does in Knowledge, Empowerment, or Governance. And all these activities can be related to identified drivers of environmental degradation such as poverty, wealth and the impact of trade.

In order to be able to link this to the amount of money we require or have spent the Secretariat has started to build a financial tracking system for the KRAs. This is no simple thing. There are some 2500 separate projects going on in IUCN day by day with countless partners and players. But now we are on the way to being able to say who, as an individual or organization, is working on each topic – or which donor is paying – or which Secretariat member is facilitating. In effect we have addressed the external review's point that the Union needs a new management tool that will enable it to monitor and plan activities coherently. Every aspect of the Union's activity needs to be in the reckoning; for example, how much we are spending in a particular place or on a species of plant, or how we are spending a particular donor's money. Getting this tool into place has to be progress for the Union.

Credit where credit is due

It has to be said that we would never have set out along these lines if SSC had not started out along a similar path before us. The Union as a whole owes a



AGENDA

Amman demonstrated once again the difficulties of holding together a large, dispersed and heterogeneous Union which derives most of its energy from volunteer scholars and practitioners, but which must necessarily depend on the services of a paid professional Secretariat. This type of organizational combination is inherently centrifugal. The challenge is to bring the Union's volunteers, its programmes and its Secretariat into a synergy of diverse but centripetal effort. The 2001–2004 Plan is a step in the right direction but it is clear that attention to structure will not be enough. More attention needs to be given to the processes and quality of interaction if this challenge is to be met.

– Marshall Murphree, Centre for Applied Social Sciences, University of Zimbabwe

In Amman, IUCN had a much more coherent Programme document on the table than it has had for a long time, one developed through as participatory a process as possible in the limited time available beforehand. Nevertheless, in IUCN as a whole a lot of painful choices and decisions will still have to be made. There is still a danger that the Union will try to be everything to everybody. To my mind, a good Programme or a strong organization is one that can make difficult choices and focus on a number of carefully chosen priorities which are in line with our expertise and with our structure, and which reflects our strengths.

– Christoph Imboden, SSC Representative to the Programme and Policy Committee of Council



AGENDA

lot to the likes of Christoph Imboden who guided that process. It was also a lot of work for Bill Jackson and his Secretariat team. And before that for Pat Dugan (IUCN's former Head of Programme).

But the result, and its acceptance by members in Amman, is good to see. There was hardly an electric response in Congress, but perhaps that is a good thing given the discontent that there was four years ago! Most seemed to say we have a framework that is understandable – and potentially a discipline by which the Union can make hard choices on priorities and coordination.

In my view we are far from finished with the work we need to do in reshaping the Union. The new Council elected in Amman faces some burning governance issues that need to be dealt with soon. The outgoing Council produced a report for the new Councillors setting out a list of what we were able to achieve and what we were unable to. It will be up to the new Council to decide.

Some of the issues are clear. We need to further reduce the Programme complexity and improve the focus of our activities – perhaps, as the review suggested, by setting targets for the Union to achieve (as opposed to Key Result Areas). We need to have

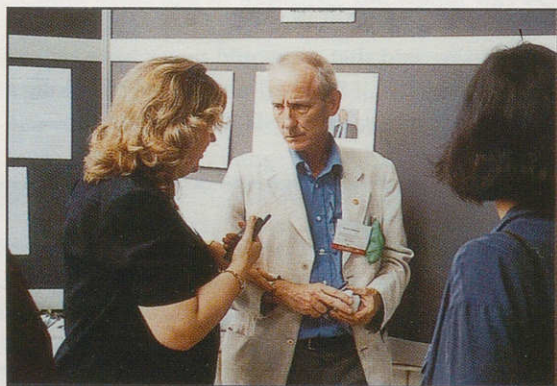
far more emphasis on building partnerships with others outside the current scope of the Programme. We need to bring about a more even level of performance among the regions, and more balance between the regions, the centre and the thematic programmes. We need to give more attention to building the linkages between public policy issues and the Programme – the Union is still lamentable in that.

Funding remains a major problem. The Business Plan was in draft at the time of Amman for Council to take under consideration – a step forward but not yet complete. Some real issues remain on how we can fund the tasks to be done, and in a way that does not “steal” from the members themselves or become overly biased to the development assistance community of the Organization for Economic Cooperation & Development (OECD).

It all comes down to making a nice framework work! This brings us back to the question of management and governance. The Union is terribly complex and difficult to run: it has nine regional programmes, plus the USA and Canada Offices. There are six Commissions and TRAFFIC. There are seven global units in headquarters, and 11 support units spread around the Union. IUCN has more than 1000 employees. We have a multinational on our hands!

The new Council faces the challenge of running this multinational. It has, however, inherited a much more coherent Programme framework than ever before, a solid and dedicated senior management team, and some new Councillors who bring with them extensive experience in managing institutions. Yolanda has been a champion of the process of change. She and the team are now well placed to carry on the revolution. I wish them well!

Richard Sandbrook is an outgoing IUCN Councillor and was the Chair of the Council Programme Committee throughout the recent programming process.



Richard Sandbrook, here speaking with outgoing Councillor Bettina Laville, oversaw Programme development for the IUCN Council.



The new IUCN Programme reflects an increased effort across the Union for greater integration between regions, thematic programmes and Commissions, and a greater emphasis on the role of regional governance bodies. Pictured: Councillors and members from Asia discuss formation of an Asia Regional Committee.

INTERACTIVE SESSIONS: Encouraging members to talk the talk!

Jeffrey A. McNeely

A great deal has changed since 1996 and the first World Conservation Congress in Montreal. Exciting new technologies have been developed, bringing new approaches to conservation and new ways to communicate our priorities and achievements. The conservation agenda has also changed, with concerns over biodiversity loss, environmental security, water resources and climate change gaining ground over more traditional concerns.

In order to help IUCN keep up with these developments, the Amman Congress Steering Committee decided that we would abandon the 'workshop' model used at the previous Congress and earlier sessions of the IUCN General Assembly. Instead, in Amman we would address the technical elements of conservation through Interactive Sessions.

This name change was not merely cosmetic. The sessions would be truly interactive in several new ways. First, a wide variety of individuals and institutions were invited and encouraged to participate in the preparations for the sessions through electronic and other means. Second, the workshop sessions in Amman employed various innovative techniques to ensure broad input and engage all participants in the discussions. Third, and perhaps most important, the issues being addressed would remain interactive even after the session was over, to follow up on recommendations and to communicate the results to a broad audience through websites, internet linkages, and other means.

Since this was a new approach, 'interactivity' was achieved to different degrees in different workshops. But it achieved its aims. Participants were able to identify and discuss many important new ideas, and came up with specific recommendations on how IUCN can successfully address them. Next time should be even better, now that members know what to expect and how to get the maximum benefit from the sessions.

The 12 Interactive Sessions represented somewhat artificial divisions of topics that in fact had numerous linkages between them, and each brought a variety of perspectives to bear on the issues being addressed. They were seen as a means of engaging IUCN members in implementing the IUCN Programme and complementing the Commission meetings held preceding the Congress proper.

To sum up, the Interactive Sessions built on the IUCN Mission to identify specific ways to translate philosophy into action in several key areas of particular interest to IUCN. As we see in this special report, they reconfirmed IUCN's focus on

biodiversity, science, protected areas, forests, wetlands and communication, while identifying new directions in linking biodiversity with climate change, water, agriculture, marine issues, environmental security, and the private sector. These results will help IUCN take its Programme confidently into the 21st Century.

Jeffrey A. McNeely, IUCN's Chief Scientist, organized the Interactive Sessions at the Amman Congress.



IUCN/NIKKI MEITH



AGENDA

The Interactive Sessions

- 1 Looking at the Big Picture: Ecosystem Management in Mountains, Watersheds and River Basins
- 2 Environmental Health of Oceans and Coasts
- 3 Environment and Security: A New Strategic Role for IUCN
- 4 Forests for Life: Forest Ecospaces, Biodiversity and Environmental Security
- 5 Ecospaces and a Global Culture of Sustainability
- 6 Making Waves: Strategies for Averting the World Water Crisis
- 7 Mobilizing Knowledge for Biodiversity
- 8 Sowing the Seeds for Sustainability: Agriculture, Biodiversity, Economy and Society
- 9 Local Solutions Promoting Social Equity and Cultural Diversity
- 10 Developing and Investing in Biodiversity Business
- 11 Integrating Biodiversity Science into Environmental Policy and Management
- 12 The Ecological Limits of Climate Change

Summaries of the discussions are available from HQ. Many of the papers are available on the IUCN website under thematic programmes.



AGENDA

MOTIONS: Engaging our members

Steve Edwards

The Amman Congress saw a number of important innovations in the handling of the Union's business. If the adoption of a revolutionary new Programme structure was foremost, running a close second was the way the resolutions process was managed. Not only were we much more efficient in handling resolutions than in the past, we provided a mechanism that allowed members to communicate more effectively.

The process began long before the Congress, when the Programme officers in the Secretariat reviewed motions in regard to their technical status before they were circulated to the members. In some cases we were able to work with the sponsors to focus their draft motion more effectively, to advise about additional information that might be pertinent, and even in some cases where it was warranted prepare an estimate of the financial implications should the motion be adopted – one of many firsts. This information served to brief the Resolutions Committee, which in collaboration with the Chair of the Council's Programme Committee, provided comments on the implications to the Union if the motion were adopted, including the cost where possible.

Another improvement at this Congress was the use of computerized projection equipment in the contact groups, allowing changes to the text to be seen on screen by all participants as they were made, making it much easier for consensus to be reached without having to go through several iterations of translation, duplication and circulation of drafts.

Thus, delegates could spend more time making substantive and constructive interventions rather than getting hung up on wordsmithing.

Another innovation was having representatives of the Programme Committee of Council and the Union's Financial Officer Véronique Lavorel on the platform to comment on the implications of different motions. They made sure that all the motions that were approved relating to Programme and governance addressed the Key Result Areas adopted in the overall Programme framework, thereby reinforcing the value, rigour and capacity of our programming approach. They also ensured no motions were adopted with financial implications the Union couldn't meet.

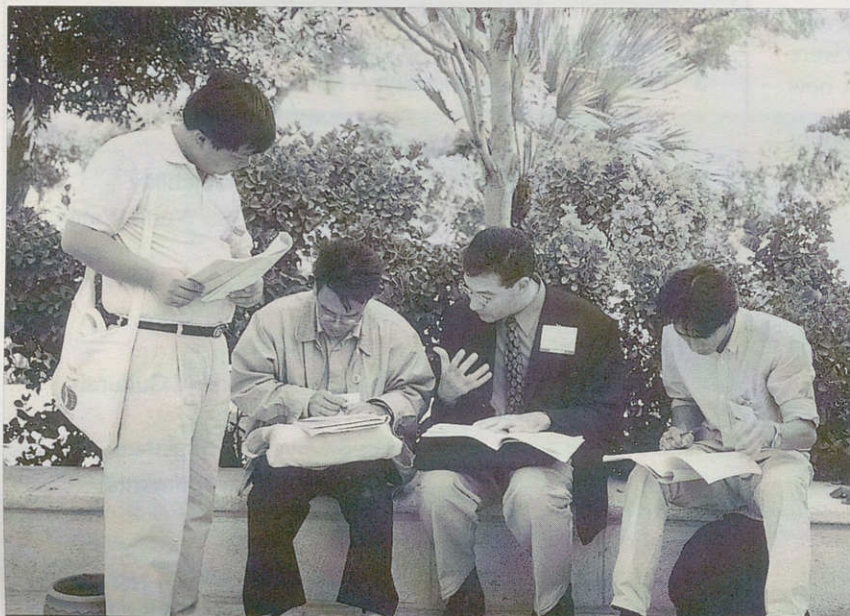
Action behind-the-scenes

The Amman Congress considered 106 motions on conservation topics ranging from tigers to Antarctica. Two-thirds of these required a contact group session to settle. During the first 3½ days of the Congress we organized and held 70 contact group sessions. Sixty formal contact groups were established, and several had follow-on sessions. In one day the texts of 53 motions were revised, and the documents translated, duplicated and distributed.

The heated debates occurred in the contact groups – in some instances the chairs had to take a formal break to allow people to cool off! This meant that the process of adoption in plenary was relatively smooth, in spite of procedural hiccups early on. Some participants were even heard to complain about the lack of excitement in plenary compared to past Congresses, but they missed the real action in the contact group tents, often at temperatures of over 37°C (110°F) by 10 in the morning.

Helping to further defuse the acrimony of the plenary debate was the escape clause in our Statutes that allows members to submit their comments to be published with a resolution, describing their rationale for abstaining or opposing individual motions or expressing their reservations about resolutions that were adopted. State members in particular took advantage of this opportunity.

At times as many as six contact groups were held at once. This required eight motion managers, three text managers (later increased to five), plus myself, a deputy (Mohamed Rafiq), the registrar of motions (Merja Murdoch) and a contact group room manager. We owe a great



The warm Jordanian sunshine meant that many impromptu meetings could be held outside.

LUCKY/NIKKI/REITH

deal to the IUCN Secretariat staff who provided support, the members who served on the Resolutions Committee and especially those members who volunteered to chair the various contact group sessions.

Maximizing members' opportunities

Far from being bored with or lax about the process, members who participated in the contact groups had a chance to express their passionate concerns where they could have the most impact. For example, a subset of our constituency is dedicated to promoting conservation in Antarctica. It is not part of the Secretariat's mainstream concern, but the group was able to come together around the resolutions process (Resolution 2.54 Antarctica and the Southern Ocean).

Another example shows that the process can be a success even without a resolution. There was a motion put forward related to establishing a protected area in the contested Spratly Islands in the South China Sea between Borneo and Viet Nam. In their contact group, delegates supporting and opposing the motion concluded that the conservation objectives they were pursuing for the islands were better served if the motion was withdrawn with the understanding that the interested parties would continue to work on the issue on their own. I understand they have since done this.

There was another very controversial motion at the Congress about a proposed dam on the Macal river in Belize (2.86). When the stakeholders first came together it had become very much a North-South conflict. The Belizians felt the dam met their development needs, while some American NGOs felt it was potentially a threat to the environment. When the issue was first introduced in the contact group it was extraordinarily tense, but thanks to the skills of the Chair, Alejandro Imbach, the sides reached a compromise under which an environmental impact assessment will be carried out on the proposed dam in a very open and transparent process.

Governance, Programme, conservation

Of the 108 motions submitted, 101 were circulated to members 90 days before the Congress. Seven motions were submitted at the Congress; of the 98 motions that were adopted, 68 are resolutions and 30 are recommendations. Nine motions were withdrawn. Only one was rejected by a vote. Of the 68 resolutions adopted, 13 were governance-related and 55 were Programme-related. The 30 recommendations call on institutions other than IUCN to address conservation issues.

The governance resolutions have to do with new Programme initiatives or modes of how the Union does its work: for example, involvement in the Pacific Islands of Oceania. We have a very spotty record at best in that area. Now there is a Resolution asking the Union to undertake an analysis of how we

might engage in that region (2.08 IUCN's work in Oceania). Other governance motions covered the adoption of Arabic as a central part of our communications, at least in Arabic-speaking regions (2.04 Establishment of Arabic as an official language of IUCN), and the adoption of a new mandate for the Commission on Environmental, Economic and Social Policy (2.01).

The Programme-related resolutions are very much directed at endorsing, supporting or guiding Programme elements within the Secretariat. These included resolutions on collaborative management (2.15), the need for a marine programme (2.21), work on climate change (2.16), gender policy (2.28), and conservation of Europe's mountains and rivers (2.45, 2.47). This is where some of the most lively debates were heard, on topics such as genetically-modified organisms (2.31), trade liberalization (2.33), corruption in the forest sector (2.39) and environmental impacts of military activities (2.30).

The recommendations were submitted by members who hoped to bring world attention to a particular issue. I see this as an empowerment – members achieve an international endorsement at our Congress which they can use to raise money, mobilize volunteers, catalyze press interest, or promote government action. These motions are often species-related; the Amman Congress adopted motions on tigers, river dolphins, and crested ibis, among others, and a series of motions related to Okinawa and military establishments on the Japanese island.

Following up

We are now writing a manual – a kind of "Idiot's Guide to the Motions Process" – so the people doing this at the next Congress can benefit from our experience. There is ample room for improvement. Perhaps next time we should cluster the motions around themes related to the KRAs; pre-schedule contact groups in advance of the Congress; feed the output of the contact groups into Interactive Sessions for further analysis of the linkages between the motions and Programme. We might announce in advance that we are entertaining motions from our members on particular issues, which would allow them to come to the Congress ready to engage in the debate.

Finally, we should embrace the resolutions process instead of running away from it, and through the process demonstrate our desire to be more responsive to members' needs. This includes more careful monitoring of our follow-up actions.

I encourage members to let the Secretariat know their views about how to improve the resolutions process in the future.

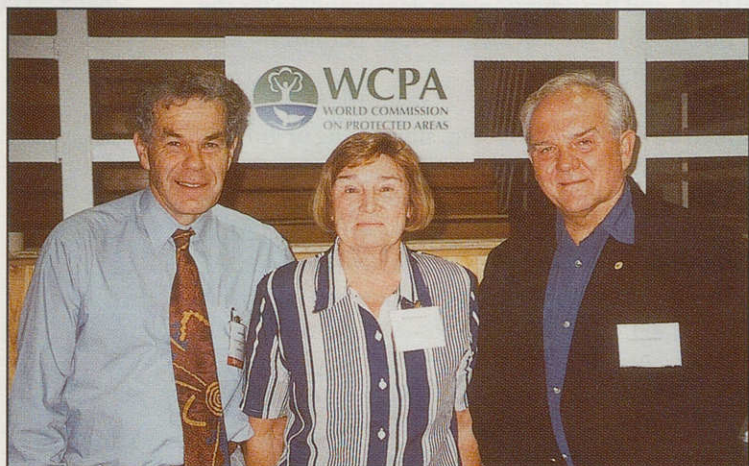
Steve Edwards is Coordinator of the IUCN SocioEconomics Programme. He led the Resolutions Committee Secretariat in Amman.



AGENDA



Honours and accolades



The Fred Packard Awards for service to the World Commission on Protected Areas (WCPA) were presented to Marija Zupancic-Vicar of Slovenia (centre) and Adrian Phillips of the United Kingdom (left). Bud Ehler (right) accepted the third award on behalf of the late Nancy Foster of the United States. In 2001, a Packard Award for Valour will be presented to protected areas staff from the Democratic Republic of Congo. WCPA proposes that the cash associated with the award be placed in a fund to support the families of those who have lost their lives.



The Sir Peter Scott Award for service to conservation was presented by SSC Chair David Brackett (centre) to Peter Jackson (right), Marshall Murphee (left), and William Conway (unable to attend).



John C. Phillips Medal

The Union's highest honour, the John C. Phillips Memorial Medal, was awarded to Professor E.O. Wilson, Honorary Curator of Entomology, Museum of Comparative Zoology, Harvard University. Professor Wilson could not attend the Congress, and will accept the medal during a future visit to IUCN Headquarters.



Honorary membership was granted to four individuals for outstanding service in the field of conservation. Parvez Hassan of Pakistan (above left) was Chair of the Commission of Environmental Law (CEL) from 1990-1996 and former IUCN Legal Adviser. Sir Martin Holdgate of the United Kingdom (above right) was IUCN Director General from 1988-1994. Other recipients were George Rabb of the United States, Chair of the Species Survival Commission (SSC) from 1990-1996; and Elisabeth Mann Borgese, Chair of the International Ocean Institute since 1972.



The Wolfgang Burhenne Award for Service to the Commission on Environmental Law, offered for the first time, was presented to the late Cyrille de Klemm of France. The Cyrille de Klemm Fund has been established in his memory. His widow, Amalia de Klemm (right), accepted the award from Françoise Burhenne-Guilmin, former Head of the IUCN Environmental Law Centre, and Nick Robinson, Chair of CEL.

Left: Queen Noor presented Reuters Awards to ten journalists for excellence in reporting on environmental issues. Pictured: Queen Noor with all the regional award recipients, who received plaques with traditional mosaics hand-crafted by a Jordanian artist.

II. Themes



INTRODUCTION

The conservation issues addressed by the Amman Congress will be considered in roughly four categories: ecosystems, biodiversity, security and society. Pascal Girot introduces the section with an overview of the many interrelated themes dealt with in the Programme, resolutions and Interactive Sessions.

Peace, vulnerability and resilience – the challenge of Amman

Pascal O. Girot

The new millennium dawned on a planet facing global change at a rate defying most predictions. Although linkages between global and local action are easy to conceive, they are usually hard to construct, as most IUCN members have experienced.

How does global climate change affect the opportunities and threats to sustainable livelihoods at the local level? How can we relate the undeniable progress in environmental legislation, international conventions and other tools of global environmental governance to our dismal track record in terms of parks and local communities? Is social policy an endangered species in IUCN? Perhaps one of the greatest challenges addressed at Amman was how "the Big Picture" (as one Interactive Session called the global challenge of conservation) enables us to link local livelihood systems and national institutions to regional and global agendas.

Some might say this is like the old adage of 'think globally, act locally'. A different way to look at the issues is as a complementary whole. For example, take global change and natural disaster. Is global change affecting the intensity and frequency of natural hazards?

Recent studies of the response of coral reefs in the Coral Sea in New Caledonia to sea-level changes seem to indicate that climate variability (as in the El Niño Southern Oscillation phenomena) and climate change are different phenomena, and not causally linked. But the most surprising discovery of the Lifou 2000 research programme at IRD (Institut de Recherche pour le Développement) is how fast ecosystems have adapted to changes in sea level. The reefs have grown some 80 metres in structure over the past 10,000 years, adapting to successive sea-level changes since the Pleistocene era.

Resilience appears a key mechanism that living communities develop when faced with hazards and



Bedouin pastoralism in Jordan's magnificent Wadi Rum. The Congress explored ways of linking local livelihood systems to regional and global agendas.

uncertainty. Understanding some of the myths concerning global change allows us to better assess the relationships between local responses to global change.

Meeting the challenge

But can the international state-centred system and existing global conventions on biological diversity, climate change and desertification face up to the challenge? It is clear that the system of global governance based on strict *national* interpretations of the profits and losses, dividends and liabilities, is in crisis, as the outcome of the UN negotiations at The Hague in November 2000 showed us.

How then can we develop instruments and institutions of global environmental governance that can supersede, complement and enhance national and regional agendas? Amman brought to the fore several interesting initiatives that could be pointers to the way forward.



INTRODUCTION

In the first place, the new IUCN Programme creates a global framework for essential components such as knowledge building, empowerment and governance. Resolutions passed in recent IUCN General Assemblies (Buenos Aires, Montreal and Amman) have shown a steady growth of interest in broader social and policy issues. Although the Union constituency is strongest in the conservation and natural resource approach, it needs to focus on cross-disciplinary action to link the macro with the micro, the highlands with the lowlands, and the rural and urban communities in many societies.

The Interactive Sessions in Amman indicated the breadth and depth of the debates on the global environmental agenda. Although the sessions on sustainable use and local solutions focused on issues of equity, access and tenure security at the local level, regional initiatives were identified, such as biological corridors and bioregional, landscape and ecosystem approaches to conservation. These have contributed to creating tools and institutional arrangements at the meso-scale. Such instruments could prove some of the most important institutional arrangements enabling urban populations and regional economies to reward the custodians and stewards of renewable environmental services such as drinking water, mitigation of floods and

related disasters, protection of biodiversity, and production of biomass. They could enable communities adjacent to protected areas to benefit from national/regional/local linkages through integrated institutional arrangements. But as Ashish Kothari and Manju Menon note, the Local Communities and Protected Areas Task Force of IUCN will require more support and resources to document experiences across the world (see page 33).

This leads us to probably the most controversial Interactive Session during the Amman Congress: the one on Security and Environment, held in a region undergoing a perennial conflict over water resources and land. Ever since Norman Myers introduced the concept of environmental security as the ultimate challenge, security has been a topic at IUCN Congresses. However, it was usually conceived as relating to the impending species extinction crisis and the loss of biodiversity. In Amman the Forest Conservation Programme and the sessions on the Commission on Environmental, Economic and Social Policy (CEESP) discussed the role of resource exploitation, resource scarcity and ecological marginalization in armed conflicts. Some of the most biodiverse areas of Africa and Latin America have been marked by decades of armed conflict, rooted in competition over scarce resources along with the presence of vulnerable populations and institutions. Recent natural disasters in Central America remind us of the scale and depth of existing vulnerabilities that arise from structural disadvantages and weak public institutions coupled with the increased impact of urbanization and deforestation in upper watersheds, wetlands and coastal ecosystems. We will examine these issues in more detail in the following pages.

Such disasters force us to look carefully at the relationship between biodiversity and scarcity, between global commons and local livelihoods. Sound environmental stewardship coupled with land-use planning linked to local common-property institutions can give us insights into possible solutions. Jordan has set an example: seeking sound environmental governance in a region plagued by scarcity and conflict. In the face of daunting odds, let us hope that the lessons from Amman may contribute to lasting peace in the Middle East and elsewhere.

Pascal O. Girot was rapporteur for the Amman Interactive Sessions on social policy. A geographer by training, he is Associate Professor of Geography at the University of Costa Rica, and has worked as a consultant in Central America since 1989, in areas relating to international borders and boundaries, natural resource management, community forestry and regional planning. He is currently the Vice-Chair for Mesoamerica for IUCN's Commission on Environmental, Economic and Social Policy.
E-mail: pgirot@racsa.co.cr

Environmental protection is a prerequisite for socio-economic security.

— Her Majesty Queen Noor of Jordan

Earth Forum: prospects for the planet

The Earth Forum, organized by The Earth Council in association with IUCN and held just before the Congress opened on 4 October, brought together some 200 activists, government officials, scientists and policy-makers. The topic was "Where are we going? Prospects for the earth in the new millennium."

Chaired by Professor Klaus Schwab of the World Economic Forum, the Earth Forum held consecutive thematic sessions to answer four key questions: Is sustainable development sustainable? Is civil society a 'loyal' opposition or partner in governance? How can we deal with emerging environmental conflicts? Can we afford the future?

At the Opening Ceremony of the Congress, Earth Council President Maurice Strong remarked, "Ours is the wealthiest civilization ever. The fact that one billion of our fellow human beings continue to live in conditions of dire and debilitating poverty is an affront to the moral basis for our way of life.... We are literally now the agents of our own future. What we do or fail to do in this first part of the new millennium will be decisive... No generation has faced a more awesome challenge."

— Jason Switzer, IUCN Task Force on Environment and Security. For a report on the Earth Forum by Sustainable Developments, see <http://iucn.org/amman/index.html>

ECOSYSTEMS



ECOSYSTEMS

After fifty years of trial and error, conservationists are learning to look at the big picture, adopting an approach that incorporates multiple ecosystems, cross-border issues and global concerns. This means going well beyond just local action, species protection and nature reserves. The Amman Congress asked IUCN to take up the challenge.

Lessons from the Nile

Kenton Miller

Let me begin this discussion of the Amman Congress with something that happened after it was over, when my wife Susan and I went to visit Mohammed Kassas in Egypt.

Mohammed was IUCN President from 1978–1984, overlapping with my first term as Director General. He told me back then that Western man cannot understand his roots until he visits Egypt. Our first Congress in the Middle East seemed an opportune time to explore our roots with an expert.

After touring the key sites in Cairo we found ourselves on the Nile, sitting on top of a boat while Mohammed explained to us the ecology of the landscape. We cruised all the way to Aswan this way, with the magnificent dunes of the Western desert and a narrow strip of agricultural crops lining our way on one side. I was reminded that this very narrow strip of land gave birth to 5000 years of history, and to a very sophisticated society. You could see the old structures along the river used to read the depth of the water and calculate the rate of flood and therefore predict the agricultural production for

next year – fascinating concepts, from far back in time.

'Ground-truthing' the ecosystem approach

The trip up the Nile, our earlier field trips around Jordan, and the Amman Congress itself all brought home a central truth of our life's work in conservation: that one has to manage resources at the greater system scale. We can't just manage by geographic areas that are defined by politics. We have to look at the whole river basin, the whole mountain watershed, the entire coastal zone – because that's where people live and work, where they plant, and nurture and harvest resources. That's how chemicals recycle in the environment, and nutrients flow from rock all the way to our food.

INTERACTIVE SESSION 1

Looking at the Big Picture: Ecosystem Management in Mountains, Watersheds and River Basins

This session was a joint initiative between the two Commissions – World Commission on Protected Areas (WCPA) and Commission on Environmental Management (CEM) – and was based on the conviction that we need to pay more attention to the scale at which we approach conservation, and particularly to the bioregional or large-scale ecosystem level. Exciting initiatives in the Amazon, Andes, Mesoamerica, and Australia have demonstrated that these large-scale approaches are viable, and interesting to both governments and donors. They are relevant in both terrestrial and marine habitats, and provide a key means for implementing the Convention on Biological Diversity. Participants agreed that IUCN should help refine 'big picture' approaches, and noted that several key milestones can serve as useful stepping stones for further activity. These include: 2002 – the Year of the Mountains; 2003 – The World Parks Congress; and the 2004 Conference on the Convention on Biological Diversity.

A full report on Interactive Session I may be obtained from IUCN Headquarters. Contact: jce@iucn.org





ECOSYSTEMS

We need to think in those terms, of ecological processes and natural functions.

The Interactive Session in Amman on the ecosystem approach to conservation looked at a series of cases around the world illustrating how people are actually working at ecosystem scales.

One particularly of interest, that I have been working on as well, is what we call the Mesoamerican Biological Corridor. This runs from the five southern states of Mexico all the way to the north of Colombia. It focuses on interconnectedness across boundaries, trying to provide linkages between and among protected sites to deal with the adaptation of plants and animals to climate change. But its aims go much further than that. It seeks to promote the reforestation, the 're-wilding' if you will, of a lot of lands that have been overused, abused and destroyed by past waves of cattle, then cotton, and

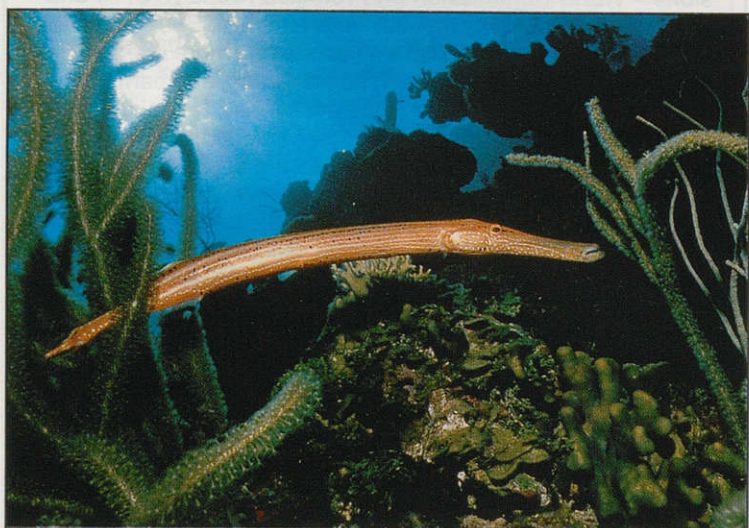
then other activities in response to global markets. These developments have left the soils exhausted, watersheds in ruin.

How do we restore the ecosystem? One way is by linking these areas where natural vegetation remains, where animals are still present. And I don't mean just animals that are fun to look at – although ecotourism is becoming one of the greatest industries in the region. It also means small animals that chew seeds and make these viable to germinate in the soil. Without those animals, certain trees would never come back in that landscape.

It's a process of rejuvenating the economy of Central America by rejuvenating the biology, the life, the biota. That's what we mean by ecosystem management. We've provided for a lot of that in the Programme of IUCN for the next four years. Already the Commissions have these ideas very much on



WWF-BRAZIL



JAMES BEVERIDGE

Protected areas motions

Several motions adopted by the Congress dealt specifically with protected areas in the Alps and the Mediterranean, in the Mesoamerican Biological Corridor and in the Baltic Sea.

Top: threatened species such as the jaguar *Panthera onca*, which requires a large area to survive, will greatly benefit from creation of the "Corridor of the Americas".

Bottom: the world's second largest barrier reef, located in Belize, forms an integral part of the Mesoamerica Biological Corridor. Its protection is essential to ensure that the region's fisheries remain sustainable.

board in their programmes. For example, the Species Survival Commission, the World Commission on Protected Areas and the Commission on Environmental Law are very engaged with the Convention on Biological Diversity in the whole question of ecosystem management and making that real on the ground. But I don't believe we have gone far enough.

Protected areas: adapting to change

We have 44,000 protected sites in the world database at Cambridge, representing 9.5 % of the Earth's land surface. Are they going to survive the rapid changes taking place in the coming decades?

I am talking here about climate change, sea-level rise, invasive species (an enormous, albeit silent problem), fragmentation (when our protected areas become islands in a landscape of agriculture, forestry, new towns and infrastructure), changes in

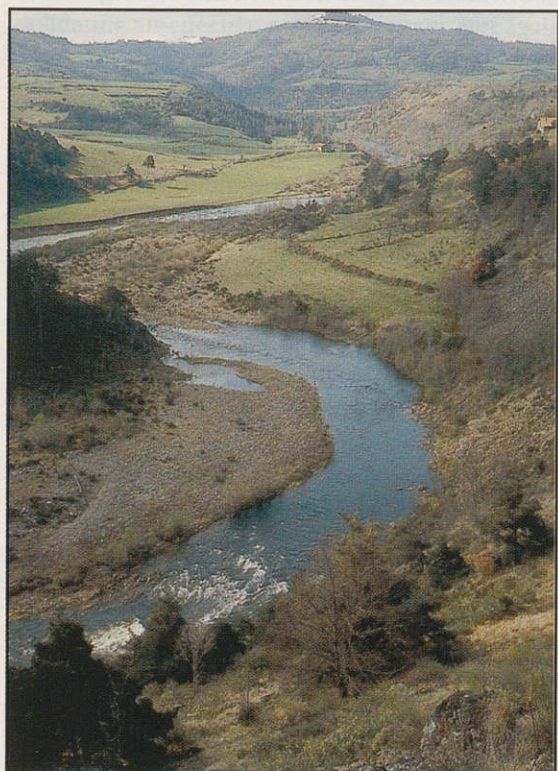
our social and economic system (as demand grows for certain products from the land), and the impact of biotechnology (as new, rugged crops that will grow anywhere but on solid rock or ice completely pervade our marginal lands in 20–30 years. Our only wildlands may well then be in reserves).

What can we do to help those who manage and live from these areas – the policy-makers, area managers, people on the ground, NGOs, indigenous peoples – to adapt their management plans to deal with these factors of change?

Then there are the institutional changes under way, including the growing pressures to decentralize government. Management of protected areas under central government will be pushed down to provincial or state governments (even to the municipal level in Central America), to NGOs and, we can hope, to indigenous communities. Are they



ECOSYSTEMS



LUC/NIM THORSELL

One motion adopted by the Congress called for the protection of Europe's wild rivers. Pictured: France's Loire River, saved from projects to build dams on its upper tributaries by a successful public campaign.



UC/NIKKI MEITH

Several motions presented in Amman related to the importance of protecting coastal ecosystems against the rages of ill-planned development. Pictured: the coast just south of the busy port city of Aqaba, Jordan. A magnificent coral reef lies just offshore – the highlight of the new Red Sea Marine Peace Park.



JUNKO TAKAHASHI

Japan's Kaisho forest was selected as the site of the 2005 World Exposition 'Beyond Development – Rediscovering Nature's Wisdom'. The Congress passed a motion encouraging the efforts of the government to minimize the threats to the forest's remarkable biodiversity, and urging that the site be made a national park.

Ecosystem motions

The Congress adopted a motion calling for greater integration of ecosystem management in the Union's Programme. In addition, a great many motions dealt with conservation of entire ecosystems, including the Arctic, Antarctica and the Southern Ocean, Asia's major river systems, Japan's Kaisho Forest, European mountain ecosystems, Europe's remaining wild rivers, the Panama Canal watershed, Russia's forests, the Macal River Valley in Belize, Beringia and the Guyana Shield.



ECOSYSTEMS

ready? Do they have the tools? Are they being given the resources and the tax base? Probably not.

On the positive side, there is the challenge of access to information. Anybody can get on the World Wide Web and get maps and see forest cover. You can get a map of the legal forest concessions in the countries that have major remaining wild forest. Citizens can know when they see a logging truck coming out of a forest whether it's legal or not.

These changes are going to alter the world in which we try to retain and manage these areas properly.

From Amman to Aswan, our personal journey this past October gave us a priceless opportunity to

meet with friends, old and new, to chart the coming century of conservation.

Over the next four years, WCPA will build on the living legacy of such environmental pioneers as Mohammed Kassas to put into practice the ideas and innovations of the Union's new generation of pioneers.

Kenton Miller is the current Chair of WCPA and a former Director General of IUCN (1983–88). For more about WCPA in Amman, see page 44 and the WCPA website at <http://wcpa.iucn.org/wcpainfo/new.html>.

Marine Programme: poised for action

Roger McManus

The Amman Congress represented a high water mark in IUCN marine conservation efforts. The initiative for this Congress, including the Interactive Session organized for the Union's Marine Programme by John Waugh (see box) provided the most constructive and useful forums we have had for addressing our marine issues. We are now well positioned to face the considerable challenges in marine conservation world-wide.

During the Amman sessions, key issues included the care of marine ecosystems, ecosystem-based management, including watershed management programs, land-based sources of pollution, global management of marine protected areas, fisheries management, and the threats to marine biological diversity. Other thematic issues included the relevance of the Marine Programme to IUCN plans

for 2001–2004, balancing headquarters and regional efforts, and how to better work with IUCN members and Commissions. The potential for improved marine stewardship is enormous, and there is no limit to the influence the Union can have to protect and effectively manage marine resources world-wide.

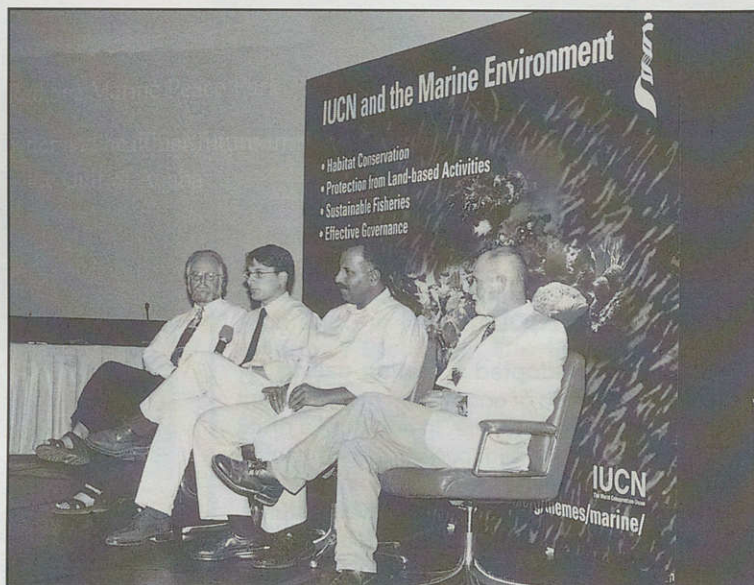
That potential is more than matched by the need. The importance of the oceans and their wildlife to the planet and the well-being of humans is immeasurable. The marine environment accounts for most of the biosphere where life is found on our planet. Ocean resources are shared by nations, and marine ecosystems are subject to transboundary threats of overuse and pollution.

Much remains to be done, however, to fulfill the promise of IUCN's capacity to contribute to marine

INTERACTIVE SESSION 2 Environmental Health of Oceans and Coasts

Session participants said that IUCN should continue support for a coherent, well-resourced and coordinated programme to address the 70% of the planet covered by sea, action that is fundamental to its credibility. It should assert its track record and role in the marine agenda and broker NGO and community involvement from the start of marine and coastal programmes. IUCN also needs to ensure that marine issues are incorporated into the work of the UN Framework Convention on Climate Change and the UN Commission on Sustainable Development. The key issues have been sufficiently well defined. IUCN now needs to act.

A summary of the Interactive Session will be published on the IUCN website.



Amman participants heard a presentation on the Red Sea Marine Peace Park created on the Aqaba coast to protect the local marine environment, provide scientific baseline data and develop a monitoring regime.

conservation. Headquarters support and direction for the programme has been weak and mercurial. The Union's commitment to the marine environment often has been in question, and the lack of consistency and support has frequently undermined its effectiveness. With a new Director General in place there will be a strong need to firmly chart a clear course for the Union's marine work.

What should be the focus of that work? There are indeed many effective organizations working on marine conservation in the world. How the Union can better work with and assist its members in marine conservation (and in other areas) should be a question that receives high priority from its new leadership. In resolving this question we will best be able to ascertain the proper balance of headquarters and regional activities. In that mix is a need to reconcile how the Commissions and Union staff work together. This has been a key problem in consolidating an effective marine program, but again, in general there has frequently been inadequate coordination between the work and potential of the Commissions and IUCN staff.

One of the reasons the marine programme has received too little attention is that marine conservation needs are often viewed through the lens of coastal nations looking outward, while the marine environment truly is a seamless continuum surrounded by political boundaries that belie the ecological integrity of the oceans. Human institutions, including IUCN, are organized from national perspectives, and it is therefore not surprising that a more comprehensive (and effective) approach is not undertaken on marine stewardship issues. To provide the organization with an effective marine conservation role, the new Director General will have to ascertain how to ensure that marine issues have their own, permanent place on the agenda.

One course the Director General could take to help address this problem is to appoint an Ocean Counsellor to advise the DG's office, to assist Council, and support staff efforts. That individual could subsequently be replaced with an independent Ocean Council Member on the Council if there was agreement to make needed changes to establish such a position.

While it could be argued that one would not want to open the door to other thematic Council members, it is also true that the marine environment as a place is not fully represented through national membership framework of the Union. Much of the ocean is beyond national jurisdictions, and it could be argued that the natural places of the planet should be fully represented on the governing body of the Union.

Alternatively, it has been suggested that we establish a new Ocean Commission within IUCN. This would be another viable option, if there was good coordination between the Commission and the other IUCN staff engaged in marine issues.

Marine conservation motions

In addition to general motions relating to conservation of marine biodiversity and the need for a marine programme, several others dealt directly with specific marine issues, including: incidental capture of marine turtles by pelagic longline fisheries; pirate fishing and seabird mortality from longlining in the Southern Ocean and adjacent waters; a regional action plan for the conservation of marine turtles in the Indian Ocean; conservation of marine turtles on the Atlantic coast of Africa; promotion of sustainable fisheries; ocean pollution by oil; and support for the Convention on the Protection of the Marine and Coastal Mediterranean Environment against pollution.



ECOSYSTEMS



Whatever the new Director General decides in this regard, the need to take concrete steps to make effective use of limited union resources regarding marine conservation is clear. The Amman Congress has laid a firm foundation for such action, but there is a critical need for consistency and effectiveness if we are to maintain credibility for an IUCN marine programme. Finally, as in all successful human activities, planning is essential, although the Marine Programme in the past could be characterized as largely a programme dominated by continuous planning. The issues and possibilities are well understood. What is needed is authoritative leadership to determine and maintain a course.

Roger McManus has served on the Steering Committee of SSC for many years. He is President Emeritus and Vice Chair for Ocean Policy for the Center for Marine Conservation (an IUCN member), and is currently Senior Advisor for Oceans in the Office of the Secretary of the US Department of the Interior.



BIODIVERSITY

BIODIVERSITY

As we move toward a whole-ecosystem concept of conservation, biodiversity conservation is changing as well, from a species-by-species approach to one informed by a broader and more inclusive vision of Nature and the actions needed to protect its diversity; and by actions such as science and policy integration, knowledge management, habitat conservation, and research into the effects of climate change on ecosystems and biodiversity.

Species conservation: a new era

Sue Mainka

The environmental crisis related to species loss has assumed dramatic proportions. We know that at least 11,000 species are threatened with extinction, and hundreds of thousands more are likely to be at risk. Species extinction and habitat loss are two sides of the same coin, and much of the focus of the Congress was aimed at combating the intertwined problems of species loss and ecosystem integrity.

Some 40 or more of the Amman resolutions had a direct impact on SSC. I see the resolutions process as helping steer the programme and strategic planning, an expression of priority rather than a change of direction. We were pleased with the recognition of some high profile issues, like the Chinese alligator Resolution that came as a matter of some urgency.

– David Brackett, SSC Chair

Species are basically the building blocks of biodiversity. Therefore, IUCN needs a strong programme at its base, as even non-species experts recognized. Within SSC, we have recognized that we should move away from a focus on single species or groups of species, and look at the broader context. In our new strategic plan we have also produced a very clear, target-oriented programme identifying what we want to achieve over the next ten years.

– Christoph Imboden, member of the SSC Executive Committee

Conservation Biology is a new science started because of massive environmental changes occurring on Earth. Two fundamental problems: the increasing number of humans and their increasing rate of consumption drive conservation biology, which has been called the crisis science. Changes from humans are threatening the existence of species, and the evolutionary processes that generate new species including, ecosystem services. The job of conservation biology is to provide the intellectual and management tools to anticipate, prevent, and reduce ecological damage.

– Dee Boersma, Society for Conservation Biology

Amman was a major opportunity to show the entire IUCN family what the Species Survival Commission (SSC) is doing to help stem the extinction crisis, and let it know how well we fit into the IUCN picture. We went to Amman with our priorities and general programme already set in our new Strategic Plan for the coming decade, adopted after a two-year consultative process. Our targets fit in closely with the Key Result Areas (KRAs) that form the heart of the Union's new Programme – it is estimated that 39% of the KRAs require SSC participation.

The strategic plan shows how SSC is moving towards a more issues-based focus, from its traditional taxonomic approach. We are also adopting a more regional perspective, shown by the development of regional and national guidelines for Red Listing, and the establishment of a Southern Africa Invertebrate Specialist Group.

Interactive Sessions: a broad perspective

One of the challenges identified in SSC's Strategic Plan is to bring scientists from many disciplines together into the policy forum. As part of our response to this challenge, we hosted one of the Amman Interactive Sessions entitled 'Integrating Biodiversity Science and Environmental Policy and Management'. This was very well attended and brought in several key speakers who reported on the broader issues, including Jon Paul Rodriguez on economics, Amanda Vincent on community involvement, and Mohamed Bakarr on biodiversity conservation in fragmented landscapes. Our aim was to bring these disciplines together to share views on common problems, identifying what information is needed, what is being provided, and what the decision-makers need to know.

One of the main conclusions drawn from the workshop was that there must be a greater effort to present the information produced by scientists in a way that decision-makers can understand and use.

The workshop outlined priority research areas relating to the causes of biodiversity loss, including habitat destruction, over-exploitation, fragmentation, invasive species, pollution and climate change.

Resolutions

SSC actively participated in the resolutions process with Secretariat staff and Commission members acting as technical focal points on the more than 30 species-based motions. The sustainable use policy adoption was important for SSC because it further supports our mission with a clear statement that has emerged from a long discussion process.

The resolutions have spurred a number of follow-up activities in SSC. One resolution included a recognition that the unsustainable use of wild meat is among the most pressing crises facing conservationists. We will be holding a wild meat workshop, perhaps with help from the United Nations Food and Agriculture Organization (FAO).

Following the resolution on the western black rhinoceros *Diceros bicornis longipes* in Cameroon,

we were able to have a meeting with the authorities in Cameroon to discuss a long-term conservation strategy. IUCN-ROCA and the French National Committee of IUCN participated in, and supported the meeting. With regard to Chinese alligator *Alligator sinensis* conservation, the Chinese Government has given us the go-ahead to hold a workshop on the issue this year. Several resolutions have spurred on wider consultations.

An active network

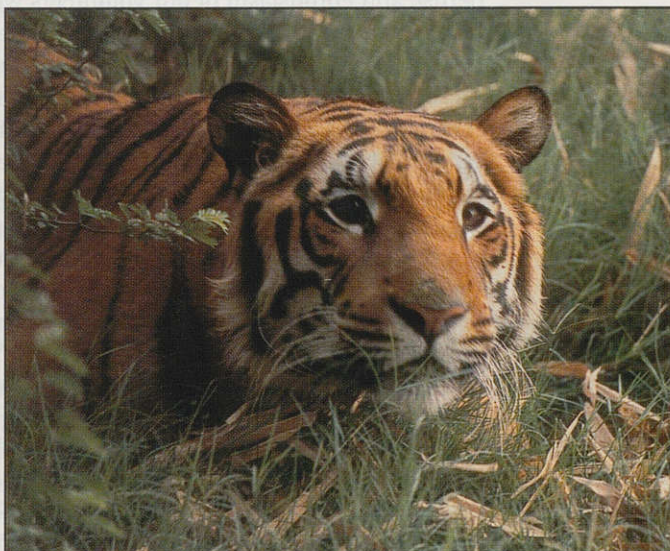
The Commission-wide meeting, held before the start of the Congress, with reports from many of our Specialist Groups highlighted the level of activity and enthusiasm within our network. It also revealed how important SSC issues are becoming for the rest of the world. The Sturgeon Specialist Group has a new Chair and is starting to tackle the pressing issue of how to halt the rapid decline in sturgeon populations. CITES is looking to SSC for advice on species identification guides and ways forward.



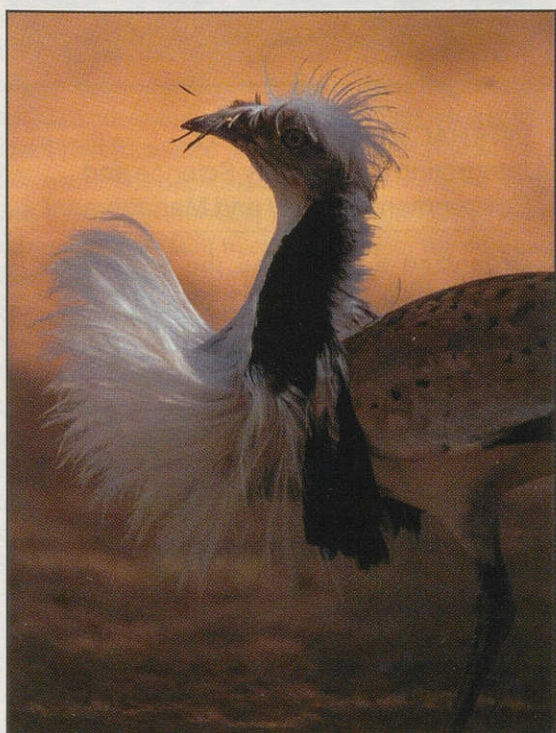
BIODIVERSITY



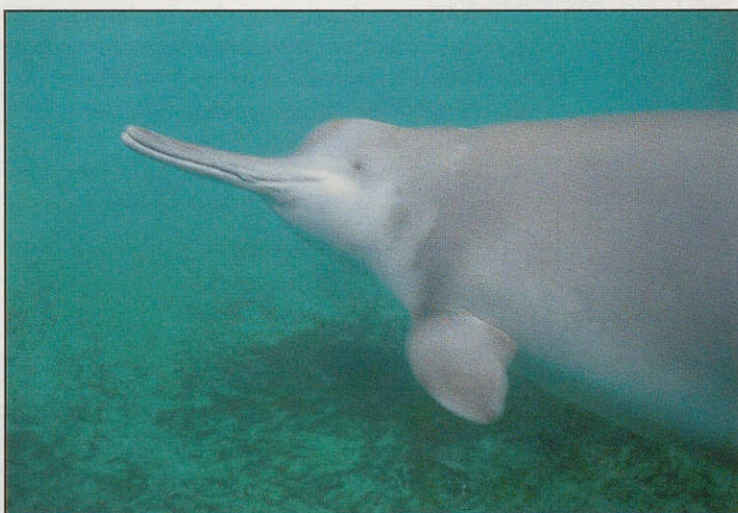
PETER JACKSON



PETER JACKSON



X. EICHAKER



STEPHEN LEATHERWOOD

Several motions adopted in Amman addressed conservation of particular species. Pictured here, clockwise from left: houbara bustard *Chlamydotis undulata* (displaying male), Chinese alligator *Alligator sinensis*, tiger *Panthera tigris*, Asian river dolphin *Lipotes vexillifer*.



BIODIVERSITY

Amman marked the first official unveiling of SSC's emerging data management initiative, the Species Information Service, the top priority of the Species Programme. It was very useful to have it technically discussed by the Commission and encouraging that it was so enthusiastically received. Since then, we have received positive support from several major donors.

To help IUCN meet the ambitious targets outlined for the Red List Programme, a partnership has been established, announced at the Congress by SSC Chair David Brackett, between IUCN/SSC, BirdLife International, the Centre for Applied Biodiversity Science at Conservation International (CABS/CI), Conservation International, the Centre for Marine Conservation (CMC), and the Association for Biodiversity Information (ABI). This aims to raise US\$10 million over the next five years to expand and strengthen the Red List Programme, which forms a major component of the emerging Species Information Service.

The work of SSC remains firmly based on the expertise and enthusiasm of our volunteers who are being put under increasing pressure as the network rapidly expands. In recognition of this, and the ever-present threat of 'volunteer fatigue syndrome', SSC is carrying out a study to help understand the nature of voluntarism, identify the problems experienced by our volunteers, and try to find practical solutions to these.

Boosted by the formation of the Red List Joint Venture, the Species Information Service and the Red List Programme are set to strengthen and improve all of SSC activities, and many of IUCN's. The number of assessments being carried out and the number of taxa covered are rapidly increasing. This, together with the drive for the collection, and dissemination of the latest species information through SIS is helping to place IUCN at the forefront of global biodiversity assessment.

The widespread support and enthusiasm for SSC shown by Congress participants acted as a huge morale boost and a catalyst to the Commission as it embarks on an extremely active new decade.

Sue Mainka is Head of the IUCN Species Programme.

Resources and links:

SSC's Strategic Plan 2001-2010 <http://iucn.org/themes/ssc/news/stratplanintro.htm>

Summary of workshop <http://iucn.org/themes/ssc/memonly/amman.htm>

Presentation of the Peter Scott Award <http://iucn.org/themes/ssc/news/psaward2000.htm>

2000 IUCN Red List of Threatened Species <http://www.redlist.org/>

Species Information Service <http://iucn.org/themes/ssc/programs/sisindex.htm>

INTERACTIVE SESSION 7

Mobilizing Knowledge for Biodiversity

Participants said that IUCN, as a science-based organization dedicated to knowledge management, should give much greater attention to how it packages and disseminates the knowledge that its various networks generate.

The Union also needs to improve its ability to utilize new information technology more effectively, thereby ensuring that the best science is made available to decision-makers. Many parts of IUCN are already working on new approaches to knowledge dissemination, such as the Environmental Law Programme, the Species Information Service being developed by SSC, and IUCN members such as the World Resources Institute and the International Institute for Sustainable Development.

For a full report of the session, see the News/Publications (Reports) section at <http://iucn.org/cec>.



INTERACTIVE SESSION 11

Integrating Biodiversity Science and Environmental Policy and Management

Organized by SSC and the Society for Conservation Biology, this session brought together scientists and practitioners in species and biodiversity conservation. Participants agreed that there was a continuing need for basic biological information, particularly in taxonomy and genetics, and for greater understanding about how basic biology interrelates with threats to biodiversity such as alien invasive species, climate change, and pollution. They concluded that effective communication of such information is just as important as the information itself.

More on SSC in Amman and the workshop summary are available at <http://iucn.org/themes/ssc/memonly/amman.htm>

Species Information Service

Andrew T. Smith

The World Conservation Congress brings together all dimensions of the conservation and development communities to share ideas on how to carry forward an agenda to protect and utilize the precious biological resources of our planet. One perspective at the Congress – represented by the Species Survival Commission (SSC) – is the empirical and scientific basis of these biological resources. The SSC, as the largest of the six volunteer Commissions of IUCN, is a network of over 7000 scientists, researchers and conservation practitioners working in almost every country in the world. Who are these volunteers? They are the grassroots source of biodiversity data and information. Members of SSC study species, the building blocks of biodiversity. They discover new forms of life and identify them. These volunteers have their feet in the mud and eyes firmly fixed through binoculars or microscopes. Thanks to them, SSC provides data and information that form one of the centrepieces of IUCN's mission. Indeed, SSC is recognized for many of its key products: the Red List of Threatened Species, taxon-specific Action Plans, and analyses of proposals to amend the CITES appendices.

Improving access

One of the biggest challenges faced by SSC is how best to mobilize this reservoir of knowledge. How can data and information better link the specialists within SSC, contribute to new and enhanced SSC products, and be communicated to the broadest cross section of the conservation community? In the past, SSC has been hampered in that the knowledge possessed within the network was fragmented and difficult to access and share. In 1994 SSC recognized that increased sharing of data and information within the network, and application of existing and emerging analytical tools, would enable it to achieve its potential in contributing to the conservation and sustainable use of biodiversity. Thus was born the idea which has led to the development of the Species Information Service (SIS).

SIS development has advanced significantly over the past six years, with particular attention being paid to incorporating the ideas of specialists within SSC. At the 1st World Conservation Congress in Montreal an outline of the programme for SIS development was presented. At the Amman Congress the SIS initiative was officially launched and embraced by a wide sector of participants. At the SSC meeting held in conjunction with the Congress, an overview of SIS was presented, followed by a detailed demonstration of its properties. It was encouraging that nearly all presentations by Specialist Groups

included their desire to use SIS as an organizing platform for their species data. SIS also figured prominently in the Interactive Session on "Mobilizing Knowledge for Biodiversity."

Most important, many participants came to share SSC's vision for the importance of SIS. Representatives of the Italian Ministry of Environment have come forward with financial support and facilities to support the implementation and running of an SIS Central Service Unit in Rome – an important step in SIS implementation. Other participants at the Congress suggested major initiatives for funding SIS in the future and for increasing the global connectivity of SIS through the Internet.

In summary, at Amman, SIS came of age. It is a reality and will be moving forward now at a rapid pace. We anticipate that soon SIS will be able to address key issues in species and biodiversity conservation. And coming full circle – SIS will be a major platform of solid data and information that can enhance the work of all sectors of IUCN.

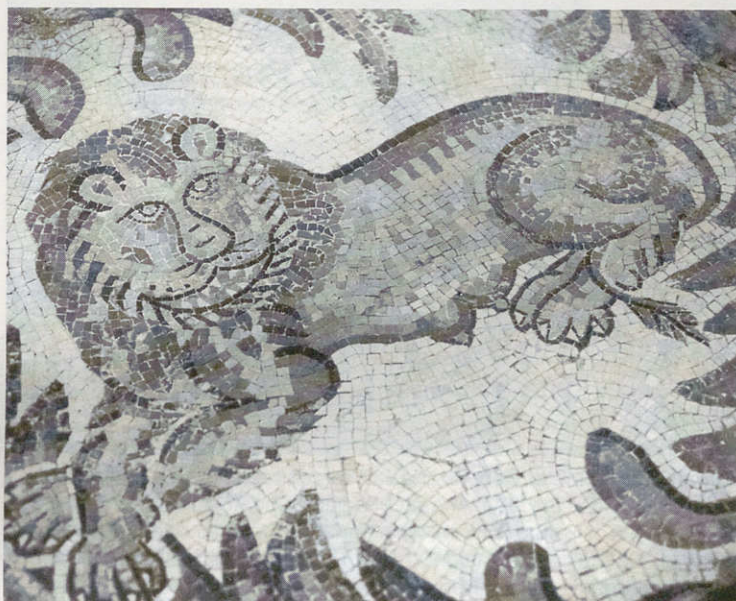
Andrew T. Smith is Professor of Biology at Arizona State University, Tempe, Arizona (USA), and Chair of the IUCN/SSC Lagomorph Specialist Group. E-mail: a.smith@asu.edu



BIODIVERSITY

The Species Information Service will enable us to make better use of the information we have already, and help us identify the gaps. It is also a means of modernizing the way in which the community of biologists talks to each other. We have a good concept. We are part of the way there to funding it and making it operational.

– David Brackett, SSC Chair





BIODIVERSITY



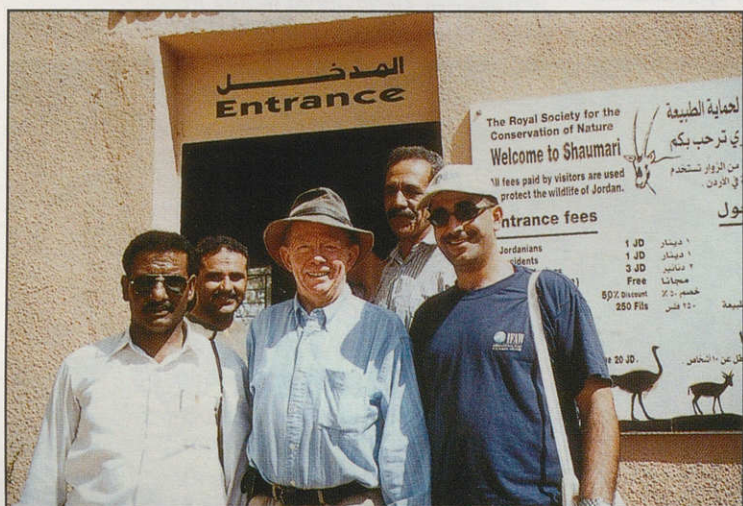
Oryx in Shaumari await reintroduction into the wild.

One of the Congress excursions took participants to the Shaumari Wildlife Reserve, where we discovered that IUCN's involvement in Middle East conservation is nearly as old as the Union itself. Fortunately former IUCN Director General Lee Talbot was on hand to relate this bit of conservation history.

The oryx of Shaumari

Lee M. Talbot

Watching the oryx at the Shaumari Wildlife Reserve, the hot sun contrasting the whiteness of their coats against the arid Jordanian landscape, was a highlight of IUCN's Amman Congress for me. Forty-five years earlier I had searched vainly for these animals in this region.



Former IUCN Director General Lee Talbot (centre) revisits oryx country after 45 years. On the left is Ahmad Shaalan of the Royal Society for the Conservation of Nature (RSCN), who manages the Shaumari Wildlife Reserve. On the right is Khalidoun Kiwan, RSCN's Head of Protected Areas for Jordan's Central Region and a Congress tour guide.

In past centuries the Arabian oryx *Oryx leucoryx* ranged throughout the greater part of the Middle East. In 1800 they were still found in Sinai, parts of present-day Israel and Jordan, much of Iraq, and virtually all of the Arabian peninsula. By the early 1930s, however, the last of these desert antelope were shot out of Jordan, and by the 1950s the last heavily hunted survivors were scattered in the most remote southern parts of the Rub al Khali desert in Saudi Arabia and Oman. Within a decade they were extinct in the wild.

That could have been the end of the story, but it wasn't, thanks largely to Harold Coolidge, IUCN and the FPS (Fauna Preservation Society, now Fauna and Flora International).

Because of his global environmental activities, Harold Coolidge, a founder, architect and later President of IUCN, was known as "the father of international conservation". He was particularly concerned with threatened species and in 1949 (when the Union was one year old) Coolidge established what is now the Species Survival Commission. At that time very little was known about the status of many threatened species in remote areas because of the Second World War and its aftermath. Habitats of many of the species had been the scene of fighting, and into the 1950s many of these habitats or the areas of

access to them were still subject to military activities or unsettled civil conditions. Coolidge recognized that field investigations were the only way to obtain much of the needed information.

Consequently, to obtain this information and also to give the young IUCN a greater international presence, Coolidge arranged for IUCN's first Staff Ecologist to undertake a field mission through some 30 countries of North Africa, the Middle East, South and South East Asia. I had the privilege and great good fortune to be that ecologist. The mission's objective was to survey the status of certain threatened species and associated conservation issues and to determine ways in which IUCN might most effectively contribute to conservation. The Arabian oryx was one of the target species.

Consequently, in 1955 one of my objectives in the Middle East was to seek information on the oryx and their possible conservation. I surveyed the former range of the oryx through extensive travel by plane, jeep, horse, camel and foot, and consulted knowledgeable people throughout the area and elsewhere. It became clear that the few remaining oryx were under severe pressure. The Bedouin had always hunted oryx, sustainably in earlier days, but now they had more effective modern rifles. But by the 1950s there were also large motorized Saudi and foreign hunting parties which in some cases were assisted by spotting aircraft. So I gloomily predicted that "in a few years the oryx will be extinct" in the wild. They were.

However, I thought that if some oryx could be transferred to a safer habitat the time would come when they could be reintroduced to their original habitat. One of my recommendations from that mission was to assemble such a "survival herd" through capturing wild animals and obtaining the few others that were in zoos or private collections. At its 1956 General Assembly in Edinburgh IUCN adopted the proposal and recommended that it be done as soon as possible. However, because of lack of funding "soon" was not to be very soon, although Coolidge and I continued seeking ways to get the project started.

In 1960 the FPS published the report of my 1955 mission both as a book for IUCN and as two special editions of their excellent journal *Oryx*. This apparently provided a stimulus for the FPS and others to find the funding which enabled the oryx project to start. Major Ian Grimwood, then Chief Game Warden of Kenya, read the proposal in *Oryx* and offered to undertake the field capture and collection operation. My wife Marty and I were then in the middle of our several years' ecological research in the Serengeti-Mara plainsland, so I was able to assist Ian to plan and initiate the expedition.

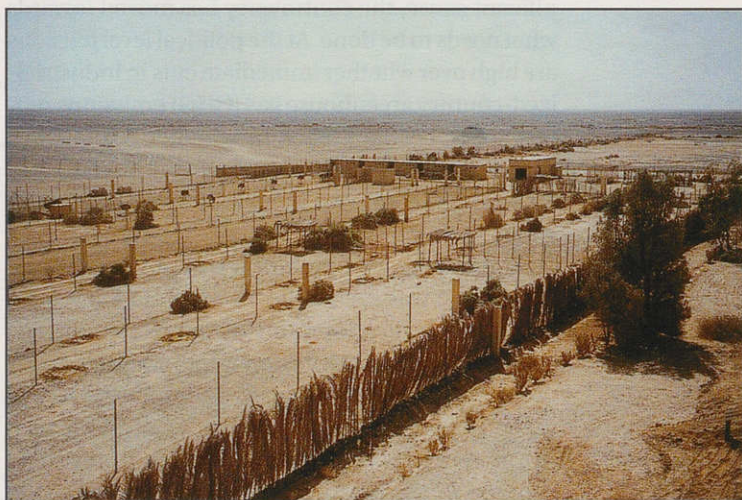
Ian was successful. Between the animals he caught in the wild and those he acquired from collections we had an initial survival herd of seven animals. These were transferred to Arizona in the

American southwest where the ecological conditions were similar to those in the animals' original habitat. The last wild oryx were subsequently shot in Oman by a hunting party from another country, but the oryx in Arizona thrived and reproduced, enabling the original herd to be divided to reduce the vulnerability of a single population.

My original objective was not to create zoo populations but instead to shelter the animals until they could be reintroduced into their native habitats. As the conditions in their original range have



BIODIVERSITY



IUCN/NIKKI MEITH

The reserve's holding pens. Today Shaumari illustrates many of the themes and issues discussed in Amman, in particular species reintroductions, the social dimensions of species protection, and the need for an ecosystem approach to biodiversity conservation.

appeared favourable several groups of oryx have been shipped back to the Middle East. Probably the best publicized is the successful reintroduction programme in Oman where the animals are now free-ranging. The programme in Jordan is at an earlier stage, but at Shaumari we were told that the herd we saw there had increased to around 200 animals and about 40 had already been distributed to other parts of the country.

The oryx conservation programme broke new ground. It is the first such effort where individuals of a large mammal species have been saved by transfer to a safe habitat prior to the extermination of the wild population, where the objective was reintroduction in the original habitat; and where this objective has been accomplished. IUCN can be justly proud of the pivotal role it played in this historic saga, and I had a very good feeling watching those oryx.

Lee Talbot was Director General of IUCN from 1980 to 1982.

Further reading: Talbot, Lee M., 1960. *A Look at Threatened Species: Wildlife Threatened with Extinction and Other Aspects of Conservation in the Middle East and Southern Asia*. IUCN. Fauna Preservation Society, London. 137pp.



BIODIVERSITY

The climate is changing: now what?

Gordon Shepherd

The Amman discussions on climate change occurred one month prior to high-level negotiations in The Hague – a singularly strategic time in the debate on how we should respond to the challenges posed to nature and humankind.

As evidence grows that climate change is happening, and that anthropogenic activities are a significant cause, the controversy has moved towards what needs to be done. At the political level tensions are high over whether immediate cuts in industrialized-country greenhouse gas (GHG) emissions represent the best approach or whether flexibility in carbon trading, utilization of sinks and liberal use of a Clean Development Mechanism will offer early gains.

At the Congress opinions were split. On the one hand there was seen to be an overwhelming need to drive the development of renewable energy sources and innovative energy conservation measures. On the other, growing concern for the loss of carbon stores such as old growth forests is increasing pressure for conservation of such stores to be credited in the Kyoto Protocol for reducing GHGs and for forest sinks to be promoted.

IUCN's work on the relationship between climate change and forests, wetlands, marine and coastal ecosystems, species, protected areas and other parts of its programme formed a good basis for discussions in Amman. However, the Interactive

Sessions and discussions on resolutions quickly opened the political divides. For some IUCN members from the US, Latin America and Australia, the current loss of natural habitat was considered so excessive that they felt that the protection of old growth forest and promotion of forest sinks should be priority under the Kyoto Protocol. Others took the opposite view. The threats of climate change to biodiversity, including forests themselves, were considered so great that the international focus should be on emissions reductions.



And in this mix the question of sustainable development, particularly for local communities, was central. Conservation of natural forest and restoration of forests through sinks were linked by participants to the well-being and livelihoods of local communities. Equally it was argued that the appropriate use of the Clean Development Mechanism would enhance energy conservation, renewable energy production and promotion of energy sources supportive of sustainable development, particularly at the local level.

While both views were recognized as valid and not necessarily incompatible, the political timing in the buildup to The Hague conference on the Protocol made reconciliation of the differences difficult. For IUCN to signal at The Hague that sinks and stores were the most important issue would undermine the drive for early emissions reductions. Yet delay in dealing with problems such as rampant deforestation would not help biodiversity in the short-to medium-term future.

The solution emerged at a couple of levels. For The Hague, the emphasis was to be on biodiversity threats, emission reductions and the role of sinks and stores within a protocol which delivered real cuts in GHG emissions. At the programme level, the threats to biodiversity from climate – IUCN's main concern – are being emphasised and addressed. Solutions relating to sinks and stores will be examined from the conservation and sustainable benefits standpoint. In addition, work will continue on adaptive management strategies at the project level to ensure that conservation work in the field is as robust as possible in the face of inevitable global warming.

Gordon Shepherd is Director, Advocacy and Policy at WWF International.

In Amman, once and for all, the members agreed that climate change is a critical issue for the Union, and that IUCN has a vital role to play educating them and the outside world on the implications of climate change for biodiversity.

– Brett M. Orlando, Climate Change Programme Officer

INTERACTIVE SESSION 12

Ecological Limits of Climate Change

The biodiversity impacts of climate change are so important that IUCN needs to give much greater attention to linking its traditional biodiversity focus to climate change concerns as well. After all, climate change will lead to impacts on wetlands, islands, the coastal zone, forests, and mountain ecosystems in all parts of the world. While some organizations will be focusing on the slowing or prevention of climate change through reducing consumption of hydrocarbons, IUCN can also contribute to more effective adaptation to the climate changes that are likely to come. IUCN can also help to focus the climate change agenda on the impacts on biodiversity of the various measures being proposed under the Kyoto Protocol.

SECURITY



SECURITY

Everywhere in the world our environmental security is under increasing threat from activities which lead to human and natural disasters, from political conflicts and demographic upheavals to deforestation and water shortages. The Congress looked at some of the causes of these threats and what we can do about them.

Doing the right thing

Jason Switzer

During the 1990s, over 1500 people died each day as a result of civil wars and natural disasters. Today there is an emerging consensus that mismanagement of natural resources is the well from which many of today's most violent conflicts and most grievous disasters have sprung. At the millennium World Conservation Congress last October, 'Environmental security' was the unofficial slogan. Against the backdrop of an increasingly tense Middle East, many voices from within the World Conservation Union family seemed to be in agreement that stability is a prerequisite for conservation, and that conservation is a necessary tool for forging lasting peace.

Protected areas are among the first victims of refugees fleeing war and disaster. For example, in 1994 during the Rwanda conflict, IUCN's Chief Scientist Jeff McNeely estimates the Virunga National Park in Zaire lost 300sq km of forested area because upwards of 40,000 people entered each day searching for food and firewood.

Beyond the tension between long-term conservation and short-term survival needs, however, the erosion or inequitable distribution of natural resources may also be a key ingredient in conflict and catastrophe. Globally, while major armed conflicts declined in the 1990s, over 85% were fought inside national borders and nearly all were in developing countries. Many believe that such internal conflicts will become increasingly pervasive as the vital resources upon which most developing country livelihoods depend – freshwater, fuelwood, agricultural land and fisheries – become scarce owing to the continued growth of population, consumption and persistent inequities of resource access.

Moreover, the frequency and severity of natural disasters are growing and hitting developing countries hardest. By far the most lethal of natural hazards are floods, which account for 40% of all disaster-related deaths. The continuous expansion of the agricultural frontier into more fragile

ecosystems – eliminating stabilizing forest cover from steeper and unstable terrain – has caused a clear increase in flash floods, mudflows and landslides.

Examining linkages

The Union's programmes have often touched upon themes related to conflict and disaster. However, it was not until 1998, when the Development Assistance Committee of the Organization for Economic Cooperation & Development (OECD) requested that the Union undertake a 'State of the Art Review' of environmental security and its implications for development assistance, that the Union began to examine the issue in a concerted way.

The best approach to security?

Is environmental protection the best and most cost-effective approach to security? The Task Force on Environment and Security thinks so.

This Task Force, a joint creation of the Commission on Environmental, Economic and Social Policy (CEESP) and the International Institute for Sustainable Development (IISD), is now evolving into a Working Group and seeking funds to launch several new projects.

First, it hopes to explore the role of the private sector in environment-related conflict. A second proposal, in development with Green Cross International and other partners, will seek to tackle the urgent problem of water service access in urban centres in the developing world.

The third stream of work, possibly in partnership with the United Nations Development Programme (UNDP) and other agencies active in disaster mitigation, response and relief, will seek to identify the links between disaster risk and environmental mismanagement, and make a compelling case for conservation as a cost-effective tool for disaster prevention.

– Mark Halle, Chair of the CEESP Working Group on Environment and Security



SECURITY

In early 2000, the Commission on Environmental, Economic and Social Policy (CEESP), in collaboration with the International Institute for Sustainable Development (IISD), convened a Task Force on Environment and Security. Ambassador Mohamed Sahnoun, special representative of the UN Secretary General in Africa, and former Brundtland Commissioner (on Environment and Development), led the Task Force. Members included leading academics, representatives of the private sector, the conservation community, as well as senior government officials.

The Task Force assembled a series of eight case studies (see box) examining the linkages between environment and security, and their particular impact on conservation goals. The Task Force put forward a set of conclusions for debate and consideration by the Union and its members in Amman, both at the Earth Forum and at the World Conservation Congress.

The Task Force concluded that it is the livelihoods of the millions of poor, especially among indigenous and traditional communities, that are most affected

Environment and Security Cases studied by IUCN Task Force

- Biodiversity Conservation During War
- Hurricane Mitch in Central America
- Rwanda-Great Lakes Conflict
- Zimbabwe – Inequitable Land Distribution in Matabeleland North
- Canada-Spain Turbot Wars
- Australia's Kakadu Uranium Mine
- Environmental Insecurity in Pakistan's North-West Frontier Province
- Flashpoint: Indonesia's Forest Fires

by resource degradation. Loss of livelihood leads to social tension, to migration, to settlement in inappropriate areas, and often to conflict. Increased investment in environmental conservation could reduce the need for reactive and costly international peacekeeping and disaster relief interventions, and thus promote more equitable and sustainable development.

A pervasive concern

Several of the Interactive Sessions in Amman also touched upon environmental security (see page 30). Consensus emerged among the Forests session participants that "the mismanagement of forest resources increases the vulnerability of all people, in particular those who depend on forests for their subsistence – between 400 million and one billion people world-wide".

Can an international legal convention provide 'safe havens' for the most rich or sensitive biodiversity preserves in times of war? The Commission on Environmental Law believes it can, and is attempting to muster support for a convention to protect the 'crown jewels' of biodiversity during conflict. Wolfgang Burhenne, winner of the UNEP Sasakawa Environmental Prize, went on record at the Security Interactive Session in support of development of such tools. "The world must have a means for holding accountable those who commit crimes against humanity and against the environment."

At the regional level, special attention has focused on the environmental sources of conflict in Africa. In 1999, 14 of the continent's 53 countries were afflicted by armed conflicts, resulting in more than eight million refugees and displaced peoples. Efforts in the region include: the Peace Parks Foundation in South Africa; IUCN Central Africa's Parks for Peace in the Great Lakes initiative; the African Centre for Technology Studies "Ecological Sources of Conflicts in Sub-Saharan Africa" research initiative; and a workshop on the same subject for policy-makers by the Partnership for African Environmental Sustainability.

Elsewhere, the Mesoamerican Biological Corridor will utilize the conservation of biodiversity in

"...putting conservation tools in the hands of people... will be the most reliable bulwark against conflict and insecurity..."

IUCN Quadrennial Programme 2001-2004



IUCN/NIKKI MEITH

In response to regional tensions, one security-related motion adopted by the Congress related to the environment of the Gaza Strip, West Bank and Jerusalem. Pictured above: a deceptively tranquil Dead Sea: fresh fighting had just broken out on the far shore.

Security-related motions

Among the motions related to environmental security were those that dealt with the impact of military activities on the environment and indigenous peoples' communities; natural resource security in situations of conflict; armed conflicts in natural areas (Panama and Colombia); unexploded ordnance contamination in sites of United States military activities in the Republic of Panama; and drought and flood mitigation strategies.

order to enhance the disaster resilience of a vital trade route. This multi-year Global Environment Facility programme is being led by IUCN's Central American office.

What needs to be done

At the Amman Congress, IUCN members resolved that the Union should develop a greater understanding of the environmental sources for and impacts of conflict. Within the Environmental Security workshop, they urged the Union to continue the work of the Task Force in converting theory into practical tools for practitioners. More particularly, participants recommended that IUCN should:

- convene an International Conference. Juan Mayr, Minister of Environment for Colombia, invited the Union to host the conference in his country, where the impacts of conflict and disaster are experienced daily by many of the country's most impoverished inhabitants;
- incorporate Contingency Planning into conservation programme design;
- research the links between Environment-Related Conflict and the Private Sector, especially those resulting from natural resource intensive activities, and from Genetically Modified Organisms;
- identify opportunities for Disaster Vulnerability Reduction through Conservation; and
- evaluate the potential for an International Fund for Environmental Security Initiatives.

The way ahead is clear, and the need is great. Too often development decisions are made using the old model, and fail to account for downstream effects. It is this failure that so often leads to conflict and disaster.

Environmental Security can be a powerful tool for focusing – and for 'selling' – conservation activities to benefit the 1500 people whose lives are lost in disasters and wars each day. It can give the Union access to partners and sources of funding beyond the pale of its traditional constituency – among insurers, humanitarian assistance providers, financiers and military forces, for example. But IUCN needs to move forward now in building its knowledge base, in identifying its internal expertise and consolidating the work it has already done in this field.

Conservation is indeed 'the right thing' for addressing the sources of conflict and disaster. By incorporating the lessons of environmental security into its planning, IUCN might just save a few more lives along the way to saving the planet.

Jason Switzer is Project Officer for IUCN's Task Force on Environment and Security.

The eight case studies and the recommendations of the task force members will be published by IUCN and IISD in book form by early autumn. A website on the issue of Environment and Security will also be launched in the near future.

INTERACTIVE SESSION 3 Environment and Security: A New Strategic Role for IUCN

This session made it clear that IUCN has a very important role to play in linking environmental issues with fundamental concerns about national security. While IUCN's expertise remains in biodiversity-related fields, progress in environmental conservation will necessarily have ramifications in the security field. As a result, IUCN needs to become much more deeply involved in demonstrating how sustainable forms of development can also lead to enhanced national security. IUCN needs to participate in programmes to minimize the negative effects on biodiversity of conflicts, movement of human populations, and violent disruption of the ways of life of indigenous and local communities.



SECURITY



JAMES GASANA

The situation at Nyacyonga Camp in Rwanda (May 1993) illustrates the link between conflicts and environmental insecurity. This concentration of desperate internally-displaced people into a huge tent camp exacerbated resource scarcity and further fueled ethnic tensions.

We need to instill a culture of conflict prevention – through early warning systems, through multidimensional dialogue, and through environmental assessment and conservation.

– Mohamed Sahnoun, special representative of the UN Secretary General in the African Great Lakes region

The world must have a credible threat of accountability for those who commit crimes against humanity and against the environment.

– Wolfgang Burhenne on the emerging international criminal court

The Ombudsman Center for Environment and Development (OmCED), under the shared responsibility of the Earth Council and IUCN, was launched at the Amman Earth Forum as a new international environmental conflict resolution facility.



SECURITY

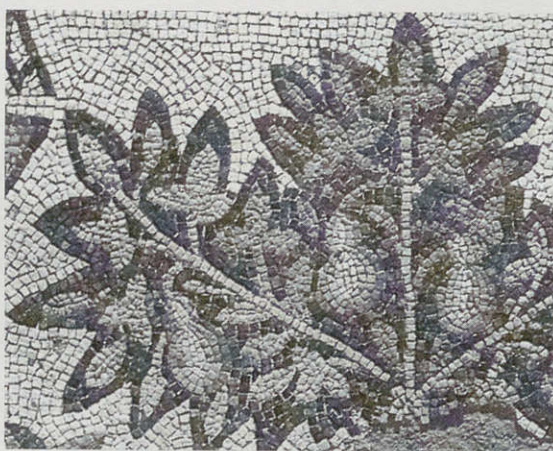
Forests: inviting disaster

Mahfuz Ullah

The relationship between forest ecosystems and human livelihoods was an undercurrent throughout the debates and presentations in Amman. But where past Congresses have tended to focus on the biological values of forests, recent world events inspired us to look at forests differently.

As noted elsewhere, one of the major themes of the Congress was environmental security. Recent disasters have shown that human vulnerability to extreme climatic events—so-called “natural” disasters—is often a direct function of forest health and quality:

- In 1998 Hurricane Mitch killed 18,000 people, displaced almost 2 million, left 300,000 homeless, and caused US\$6 billion damage, including huge losses of infrastructure. The level of devastation was greatly aggravated by deforestation, watershed degradation and changes in lowland drainage; upland areas with remaining natural forest cover were far less affected.
- In 1997, fires in Indonesia resulted in the hospitalization of some 40,000 people, with between 20 and 70 million more suffering from smoke haze. Economic losses were estimated at US\$9 billion, and millions of hectares of productive forest were lost.



INTERACTIVE SESSION 4

Forests for Life – Forest Ecospaces, Biodiversity and Environmental Security

Well-managed forest ecosystems are a cornerstone of secure human livelihoods, as well as a safe haven for biodiversity. Participants welcomed IUCN's renewed commitment to reversing forest loss and degradation through its joint Forest for Life Strategy with the World Wide Fund For Nature (WWF). The Forests for Life vision is based on the principles of ecological integrity, human well-being and the landscape approach and challenges many different stakeholders to become involved in defining and implementing sustainable forest management. See <http://iucn.org/themes/fcp>

Forest motions

Four motions adopted in Amman dealt specifically with forest issues: the IUCN Temperate, Boreal, and Southern Cold Temperate Forests Programme in Russia; Conservation of Kaisho Forest, Japan; Corruption in the forest sector; and Follow-up on World Bank Forest Policy

My own country, Bangladesh, is exposed to many kinds of natural hazards common to coastal states: from floods and storm surges to cyclones, tornadoes and hailstorms. Throughout most of our history, forests have played a major role in tempering the violence of these events. A green belt of mangrove forest once stretched almost continuously along the coastline, shielding and consolidating the soil. We were literally sheltered from the storms by this natural barrier, and although no one had conceived of the concept of ‘disaster management’ back then, some were practising it by protecting the mangroves.

Today many of the mangroves have fallen victim to encroachment, over-exploitation and increased salinity from reduced water flows. My country is left increasingly vulnerable to flooding and loss of good agricultural land when hit by cyclones.

Added to this grim picture is the deforestation occurring inland, leading to more frequent flooding, riverbank erosion and devastating landslides in hilly areas. Overall, the country's forest cover has dwindled to around 6-8% of the total land area. It is estimated that 50% of this destruction has occurred in just the past 20 years.

With forest loss threatening from all sides, people in village after village are becoming more vulnerable to natural disasters. Many have been forced to flee their homes, becoming environmental refugees.

Bringing back traditional knowledge

The increasing threat to the security of life and property in Bangladesh has provoked a revival of the country's rich heritage of traditional knowledge relating to forest ecosystems. But knowledge is not enough; the people need ownership of the forests and control over forest management if they are to survive these threats.

My experience in Bangladesh was presented at the Congress as part of the Interactive Session on Forests. The workshop explored how many so-called “natural” disasters such as storm surges and forest fires are really caused or aggravated by

human beings, and how the mismanagement of forest resources increases the vulnerability of all people, in particular those who depend on forests for their subsistence – between 400 million and one billion people world-wide.

The workshop provided examples of how well-managed forest ecosystems can be a cornerstone of secure human livelihoods as well as a safe haven for biodiversity. In many parts of the world, communities have begun to join together to regulate forest use and improve forest condition. Their participation is rapidly becoming a central feature of forest management.

The forest-related discussions in Amman reaffirmed IUCN's commitment to reversing forest loss and degradation, and also its determination to further explore management approaches that honour both human livelihoods and the abiding integrity of the forest ecosystem.

Mahfuz Ullah is Secretary General of the Centre for Sustainable Development (CFSD) and the current Chair of the IUCN National Committee of Bangladesh. CFSD is committed to public service communication and research in the area of environment and development.



SECURITY

Water for people and nature

Khalid Mohtadullah

As representative of the Global Water Partnership (GWP), I found it delightful to travel to Amman in October to attend the IUCN Congress and importantly, to meet with the Director General to discuss how our respective networks can better work together over the forthcoming years in promoting integrated water resources management. I was struck by the congenial atmosphere that promoted free exchange of ideas among participants. I chaired a session designed to develop IUCN's way forward for freshwater conservation. It was particularly impressive to learn about how much useful and practical work is already under way.

There was widespread awareness among the participants of the need for a holistic approach to water resources management and the need to bring this awareness to non-water specialists. But for this to be readily understood by the public, politicians and other decision-makers we need to take more effective steps to communicate the complexity of water challenges in simple terms. Only then will we succeed in achieving our objectives.

As we all know, human development and environmental protection are inextricably linked and the discussions on balancing development and the environment appeared more open than ever. Of course, water as a resource is pivotal for social well-being, economic growth and enhancing livelihoods but to advance water issues requires promoting more rational discussion on the issues rather than taking hardline advocacy stands.

The need to have a solid knowledge base to ensure better decision-making processes was strongly appreciated. How much water do wetlands and rivers need? What technical methods are required for improving water allocation to meet environmental, recreational and energy needs? And what measures are needed to address the competition between national and regional water resource demands and



ecosystem pressures? Admittedly, many organizations including the UN agencies, professional associations and research institutes already have considerable knowledge in these areas but more needs to be done to make this sort of information available in understandable and practically useful formats.

INTERACTIVE SESSION 6

Making Waves: Strategies for Averting the World Water Crisis

IUCN's involvement in the World Water Vision and Framework for Action has led to the launch of the IUCN Water and Nature Initiative, a five-year programme involving 28 projects with a budget of nearly US\$40 million in 40 developing countries. This work is based on the conviction that more effective management of water, through an ecosystem approach, can provide the basis for environmental, social and economic security. Sustainable and equitable use of water resources can also avoid conflicts over this important resource. See <http://iucn.org/themes/wetlands/makingwaves.html>



SECURITY

Consensus emerged during the meeting on the need to establish a common set of indicators and a common language for measuring progress. But as we all know, "what you can't measure, you can't manage". So targets must be monitored to assess progress against identified milestones. This therefore should be seen as an important part of the follow-up activities on targets.

A basin perspective is best

Clearly, there was universal agreement that the water basin is the natural unit for integrating water resources management, and that the need for mediation among different users – often around single issues – as well as the resolution of upstream and downstream conflicts is helping to drive the river basin management process forward. There was full support for the concept that a basin perspective provides the means for integrating the management of land and water resources and environmental considerations while serving as a catalyst for getting the key stakeholders together. Needless to say, in bringing together the national and basin perspectives water governance needs to facilitate the ecosystems

approach to land and water resources management. Within the framework of appropriate national policies, institutional and legal reforms and investments, the ecosystems approach should be undertaken on a basin-by-basin basis with full stakeholder participation.

The challenge today in river basins is to build initiatives that can overcome not only vested interests, but sectorally biased thinking. We must bring together all these interests and sectors, although in many cases the perspectives of each sector are profoundly different. So the challenge is to enable the integration to take place – obviously not an easy thing to do!

Don't forget groundwater

Yet with all this talk of river basins and integration there was one aspect missing: groundwater, which did not get the prominence in Amman that it deserved. To my mind there is an urgent need to pay far more attention to groundwater. In many parts of the world it is the main source of drinking and agricultural water. In some notable areas groundwater is under severe threat from over-extraction and contamination.

The water conference in The Hague made this clear. In Amman it was again seen to be the case. Therefore more focus is required on facilitating actions in the regions and countries. Although major international events will continue to help overcome barriers to action, generate more investment and maintain higher public awareness of the need to put water high on the national agenda, specific problems need specific solutions and these can only take place on the ground in the countries.

The announcement of the initiative for freshwater and healthy ecosystems – developed on the basis of extensive consultations with IUCN members and its partners – was well received at the meeting. It publicly highlighted IUCN's commitment to the sustainable management of catchments and their water resources as the basis for economic, social and environmental security of individuals and societies. GWP welcomes this important initiative and has agreed to work closely with IUCN to help promote a stronger sense of integrated water resources management.

My overall sense of the Amman meeting was one of increased appreciation of the need for changes in attitudes, practices, and processes. The process of change will need to be addressed on all fronts, and it must take cognizance of different social and cultural systems. The Amman Congress helped to make a start in this process of change. It is bound to provide impetus to generate action over the next few years, and lay a solid foundation to determine our course for the longer term.

Khalid Mohtadullah is Executive Secretary of the Global Water Partnership.

Thematic centre on water established in Jordan

Committed to the goal of making water a source of peace rather than conflict, IUCN and Jordan agreed to establish a thematic centre on water to specifically address water issues in the Middle East. The Jordan Thematic Centre on Water reaffirms the determination of the Jordanian Government to ease conflict through transboundary cooperation in the management of scarce resources, as Mohammad Halaikah, Deputy Prime Minister of Jordan, stated at the opening ceremony.



The Azraq oasis was once an enormous, thriving wetland, an important source of water for local communities and stopover for migrating birds. It was used sustainably for thousands of generations, but after just 30 years of extraction to supply Amman, it is nearly exhausted. Today it is maintained only by a scheme to return some of the water withdrawn.



This tapestry was fashioned by women in Aqaba as part of a small business development project of Noor Al-Hussein Foundation.

CONSERVATION IN JORDAN

In October 2000 Amman, Jordan, was the site of the world's largest gathering of conservation professionals, the 2nd World Conservation Congress of IUCN – The World Conservation Union. Our 2000 distinguished visitors soon discovered what Jordanian conservationists and nature-lovers already knew: that Jordan is a microcosm of the environmental concerns the Congress was meant to address. We Jordanians cherish, and greatly benefit from, our natural ecosystems, even as their integrity and biodiversity is challenged from all sides by human activity and economic development.

Fortunately Jordan is also an example of how people are coming together to meet these challenges. It is the home of ten very active environmental organizations, all IUCN members, who are working to further the establishment of protected areas, create effective environmental legislation, manage arid lands and prevent desertification, further public awareness and education, preserve our cultural heritage, enhance women's roles in environmental protection, and maximize the benefits of biodiversity business. The following is a brief overview of some of these activities.

CONSERVATION PAYS!

Ecotourism and nature-based crafts lead the way in Jordan's expanding biodiversity business.

Jordan is a small country with few natural resources. It has virtually no oil, natural gas or coal, limited deposits of commercial minerals (except phosphate) and a life-threatening deficit of water. But it does have spectacular landscapes, world-renowned archaeological sites and a very rich cultural heritage.

Not surprisingly, tourism has been a major component of the Kingdom's economy for many years – bringing in vital foreign exchange. Recently, however, Jordan has also become the regional focus of pioneering ventures in ecotourism.

The most talked-about example is the Dana Nature Reserve in southern Jordan, a rugged, mountainous protected area cutting across the face of the Rift Valley and breathtakingly beautiful. Over six years the Royal Society for the Conservation of Nature (RSCN) has been developing its ecotourism operation here, based on the philosophy of "helping nature, helping people".

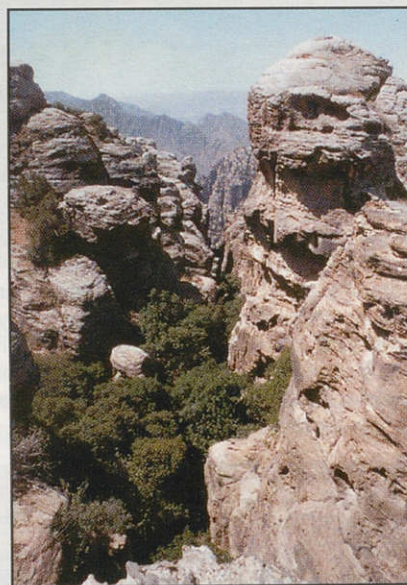
The Dana Reserve was also a "testing ground" for using small, nature-centred businesses as alternatives to damaging

land uses, such as woodcutting and goat grazing, which are harming its ecological value.

Among the businesses created were hand-crafted silver jewellery, organic jams and fruit leathers, culinary and medicinal herbs, and a wide range of tourist souvenirs. These products were marketed on the back of a strong promotional concept that uses the "reserve address" and RSCN's conservation philosophy as the main selling points. After three years, the project had raised over \$250,000 in sales income and provided direct and indirect economic benefits to over 500 people.

Supported by the Global Environment Facility and other donors, a carefully planned complex of visitor attractions and services has been put in place, including two campsites, a guesthouse, hiking trails and a programme of special tours, all of which are subject to rigorous but unobtrusive controls to safeguard the rich and fragile ecology.

The results of this venture have been as dramatic as the scenery. By 1999, after five full years of development, the Dana Reserve attracted 35,000 visitors and the revenue covered all the running costs of the protected area and provided



The Dana Nature Reserve is a pioneering example of ecotourism in the Middle East.

55 jobs for the local community. And what is more, the majority of Dana's ecotourists are Jordanians and this is vitally important for sustaining the operation over the long-term, especially in this politically volatile region where the number of tourists drops sharply with every crisis.

Chris Johnson,
Director of Development, RSCN

ACTIVITIES



The Dead Sea lies at the lowest point on Earth in the Great Rift Valley that extends from Africa to Turkey. It is shared between Jordan, Palestine and Israel. An important area for migratory birds, it is also home for many rare and endangered species such as Griffon vultures, Nubian ibex, caracals, mountain gazelles, wolves and leopards. A campaign is under way to protect this unique habitat, now under threat from tourism and mineral extraction



Jordan's Friends of Environment Society (FOE) is the focal point for GLOBE, the Global Learning and Observations to Benefit the Environment programme, a hands-on, school-based international effort to further scientific understanding and environmental education. Currently over 8000 GLOBE schools in more than 96 countries around the world are participating in the programme, 20 of them from various parts of Jordan. Pictured: students on a field trip learn about Jordan's biodiversity.



FOE sponsors a nation-wide drawing competition for children under 15, and this year the theme was that of the IUCN Congress, 'ecospace'. Twelve winners were featured on the FOE calendar for 2001. Pictured: a colourful entry by 8-year-old Nada Yahia.



Jordan's protected areas managers know the importance of integrating environmental management into peoples' lives, not the opposite. Local communities are often the most knowledgeable about managing land, thanks to their long experience. The keys are teamwork and having enough opportunities to communicate. [Yehya Shehadeh, Director of Conservation, RSCN]



Officially launched at the World Conservation Congress, the Global Youth Reporters Programme (GYRP) is an imaginative project helping school students develop their communication skills. The Programme was developed as a partnership between IUCN, Reuters Foundation, Sony International (Europe), Canadian film producers vea le Monde, Friends of Environment (Jordan) and the International Institute for Industrial Environmental Economics (IIIEE). The series of thematic features produced for the Congress are now accessible on the IUCN website at <http://iucn.org>. Pictured: the GYRP team at the Congress.



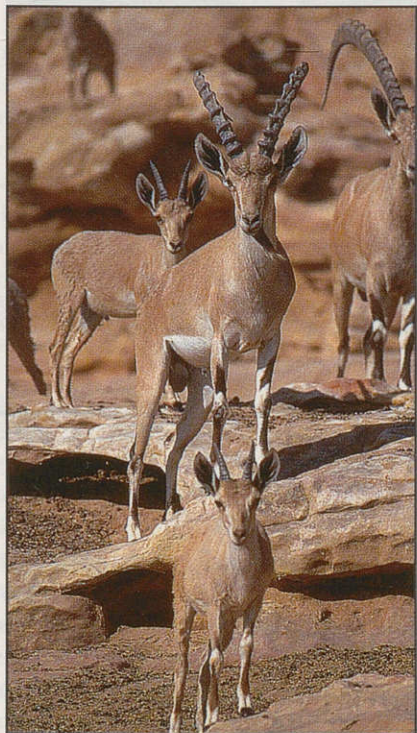
The Jordanian Network for Environmentally Friendly Industries promotes the concept of sustainable development within Jordan's industrial sector, helping industries become more environmentally friendly while growing economically. It provides two services to its members: environmental auditing and the Good House Keeping Programme. Pictured: environmental auditing helps industries understand and address environmental problems. [Eng Lara M. Al-Masri, JNEFI Programme Coordinator]

REINTRODUCING OUR WILD HERITAGE

Jordan's geographical and climatic variability has given us great biodiversity throughout the country. But human interactions such as excessive hunting, over-grazing and land misuse have driven some of our remarkable species to extinction and caused others to rapidly decline in number. By the middle of the last century the Arabian oryx, Syrian wild ass, roe deer, fallow deer, Syrian ostrich, Arabian leopard, cheetah and Syrian brown bear had all become locally extinct.

Since its establishment in 1966 the Royal Society for the Conservation of Nature (RSCN) has dedicated itself to the conservation and reintroduction of endangered species and protection of their habitats.

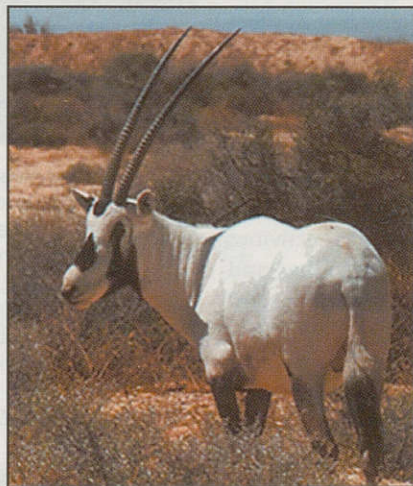
A joint research and survey programme during the 1960s by IUCN, WWF and RSCN formed the basis for the establishment of 12 protected areas and associated reintroduction programmes, for both extinct species and those on the verge of extinction. Today there are six such programmes under way.



Nubian ibex

This species is still found within the southern and eastern mountains of Jordan, but their numbers are declining due to hunting. RSCN began a reintroduction program in 1989 with a few animals.

When their number rose to more than 50, an initial release was conducted with 34 animals in 1998. By the end of 2000, 66 animals had been released and were breeding in the wild.



Arabian oryx

Last seen during 1920-1930, the Arabian oryx was officially extinct in Jordan in the thirties. The reintroduction program started in 1978 with only 11 animals in Shaumari Reserve. By the end of 1999 their numbers had reached 200 animals. RSCN is now in the process of finding suitable release sites, such as Wadi Rum, and is supplying oryx to neighbouring countries for similar programmes.



Ostrich

Extinct from Jordan since the mid-1960s, the ostrich has been part of a reintroduction programme in Shaumari Reserve since 1979. Beginning with three birds, at the end of 2000 the programme included 52 animals.



Gazelles

Jordan has several gazelle species, some of which still live in their natural habitat but all of which are threatened by hunting and other human activities. RSCN started a reintroduction programme for the reem gazelle and by the end of 2000 had five animals.

Roe deer

Extinct by the early 20th century from excessive hunting, in 1986 the roe deer (not pictured) became the subject of a reintroduction programme in Zubia Reserve. The number reached 12 animals by the end of 2000 and RSCN is preparing to bring in new animals from similar programmes.

Onagers

The Syrian wild ass was once found in Jordan but was driven to extinction by humans in the 20th century. RSCN determined that the Persian onager was the closest relative to the native species, and started a reintroduction program in 1983 with two animals. After several difficulties another female was born in 2000, and there are now six animals in Shaumari Reserve.

Omar Abu-Eid,
Reintroduction Unit Officer,
RSCN

ECOTOURISM IN JORDAN

The Royal Society for the Conservation of Nature (RSCN) cares for some of the most beautiful and interesting places in Jordan. All of them are open for visitors to explore and enjoy. Some, like the Dana Nature Reserve, have well-developed services and facilities for tourists; others offer more basic comforts. They all, however, provide opportunities for relaxation, for adventure and true wilderness experiences, as well as the chance to see the undiscovered Jordan, which is just as spectacular and rewarding as Petra or Jerash.

RSCN promotes tourism because it brings many benefits for conservation: it generates income to pay for protecting nature, it creates jobs for local people and, through awareness raising, it helps people understand why protecting nature is important to their lives. But RSCN does not promote tourism at any price. It works on the principal that tourism activities should not harm the environment or cultural values and should bring benefits to local people: this is the principal of "Ecotourism".

Some of Jordan's spectacular attractions are:

Dana Nature Reserve, with its spectacular mountain scenery, hiking trails, bird watching, archaeology, two campsites and a beautiful guest house.

Mujib Nature Reserve, with river-filled canyons, adventure hikes, swimming, and a wilderness campsite.

Azraq Wetland Reserve, a desert oasis, with marshes and pools, unique wetland trails for bird watching, and a visitor centre; facilities include a lodge and bungalows in the nearby village.

Shaumari Wildlife Reserve, a breeding centre for the Arabian oryx and other endangered desert animals. There is a visitor centre, oryx safari, observation tower, picnic site, and animal enclosures.

Ajloun Forests Nature Reserve, which features an evergreen oak forest and serves as a safe release site for the locally extinct roe deer.

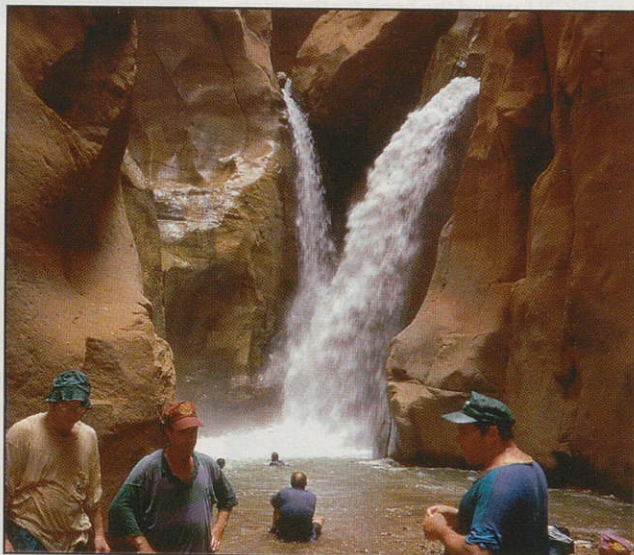
Birdwatching here is a special treat. With its remarkable variety of habitats, Jordan is becoming more and more popular with bird watchers. Its geographical location makes it possible to see birds from three continents.

Qusay Ahmad,
Ecotourism Manager, RSCN



Azraq Wetland Reserve is a unique oasis located in the heart of the arid Jordanian desert. Part of the oasis was declared and managed as a Nature Reserve by RSCN in 1978, and its international importance for migratory birds is reflected in its status as a Ramsar site. As a result of unsustainable use of water resources and over-extraction of underground water the oasis, and many of the birds that depended on it, perished. Today 10% of the wetland has been restored by a reverse pumping process.

[Khaldoun Kiwan, Director of Protected Areas/Central Region, RSCN]



Wet and wild: the Mujib Nature Reserve.

This special feature was prepared (in English only) with the help of the Royal Society for the Conservation of Nature, Friends of the Environment Society and IUCN Jordan. There are ten members of the IUCN national committee in Jordan. They are:

General Corporation of Environment Protection (GCEP), the state member responsible for environmental legislation in Jordan. Tel: +9626 535 0149; Fax: 535 0084.

Badia Research and Development Project (BRDP), working for the sustainable development of the Badia region. Tel: +9626 534 0401-223; Fax: 533 5284; E-mail: brdp@hcst.gov.jo; website: www.badia.gov.jo

The Royal Society for the Conservation of Nature (RSCN), responsible for establishment of wildlife reserves and protected area management. Tel: +9626 535 9089; Fax: 534 7411; E-mail: admin@rscn.org.jo; website: www.rscn.org.jo

Jordanian Environmental Society (JES), specialized in public awareness. Tel: +9626 569 9844; Fax: 569 5857; E-mail: jes@go.com.jo

Friends of Environment Society (FOE), whose education programmes are aimed at youth and school students. Tel: +9626 551 4430; Fax: 551 4431; E-mail: foes@nets.com.jo; website: www.cns.com.jo/org/foe/index.htm

Jordanian Society for the Desertification Control and Badia Development, devoted to combating desertification in Jordan. Tel: +9626 565 1081; Fax: 565 1082; E-mail: jsdcbd@nets.com.jo

Friends of Archaeology Society (FOA), which promotes Jordan's cultural heritage. Tel/Fax: +9626 593 0682.

Petra National Trust (PNT), working to preserve the unique site of ancient Petra. Tel: +9626 593 0338; Fax: 593 0338; E-mail: PNT@nets.com.jo; website: www.petrationaltrust.com

Arab Women Organization of Jordan (AWO), the leading society in Jordan working to enhance women's roles in environmental protection. Tel: +9626 438 5478; Fax: 465 0414.

The University of Jordan (UJ), carrying out research in conservation, biodiversity, marine pollution, and ecosystem degradation. Tel: +9626 535 5000; Fax: 535 5511.

SOCIETY



SOCIETY

An important role of Congress is to discover new methods to help create a more sustainable society. Among those discussed in Amman were social policy tools, including collaborative management and community participation; economic tools, such as financial incentives and 'biodiversity business'; sustainability tools, such as the sustainability index and Sustainable Use Initiative; and legal tools relating to land-use policy, implementation of existing conventions and fighting corruption.

Participatory conservation gathers momentum

Ashish Kothari with Manju Menon

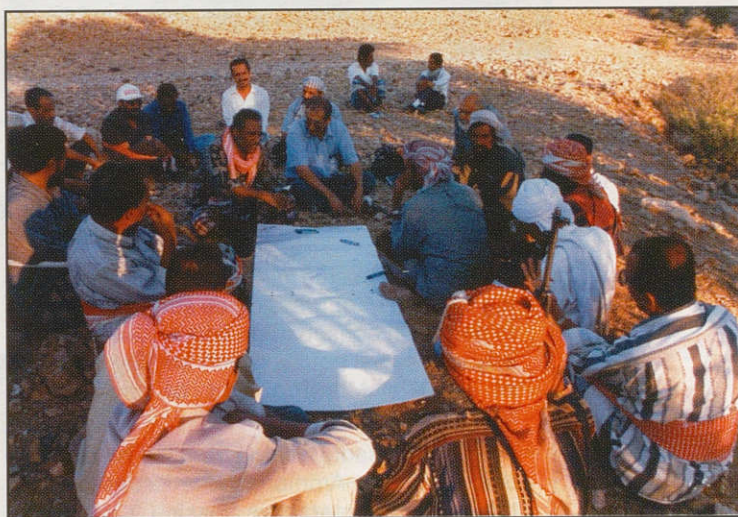
One of the most important recent thrusts in conservation is the move to make it more participatory, to take it out of the exclusive domain of government officials and formal sector scientists, and involve the local rural communities and other sectors of the public who have a direct bearing on the future of biodiversity.

This movement is especially strong in countries where "official" conservation is failing, owing to declining political support, inadequate resources, growing mobilization amongst communities who are adversely affected by top-down Protected Area practices, and the growing realization that while wildlife conservation has to be a high priority, it cannot be at the cost of the basic survival rights of biodiversity-dependent communities.

Has IUCN changed?

Has IUCN also changed, to reflect this growing trend? There are definite signs it has. Several General Assemblies and the Montreal Congress adopted resolutions supporting participatory or collaborative natural resource management. IUCN set up the Commission on Environmental, Economic and Social Policy (CEESP) and within it the Working Group on Collaborative Management. The Union adopted Principles and Guidelines for Indigenous/Traditional Peoples and Protected Areas. Two Commissions, WCPA and CEESP, created an Inter-Commission Task Force on Local Communities and Protected Areas (TFLCPA). Policy guidance on sustainable use was approved at the Amman Congress.

The Amman Congress continued this work by organizing sessions on Social Equity and Cultural Diversity in Conservation (the work of the Social



GRAZIA BORRINI-FEYERABEND

A Congress resolution renewed the Union's commitment to collaborative management. Pictured: Bedouin communities discuss environmental issues during the course of an IUCN-assisted project in the Hadramout region of Yemen. See page 35.

Policy Programme, in collaboration with WCPA, CEL, and CEESP). A resolution renewed the commitment to collaborative management and the mandate of CEESP. Interactive Sessions heard presentations on the Guidelines for Indigenous Peoples, on the Task Force on Local Communities, and other processes linked to participatory conservation.

One of the most interesting new topics for discussion, at several of these events, was on natural habitats conserved by communities.

A new task force

The IUCN Inter-Commission Task Force on Local Communities and Protected Areas, was set up in 1999 by WCPA and CEESP.



SOCIETY

The TFLCPA seeks the recognition of the rights of such local communities in the development and implementation of conservation policies and strategies that affect the lands, waters, and other natural and cultural resources to which they relate. In particular, it advocates partnership in the management of protected areas with resident or surrounding local communities, in all countries.

The Amman Congress offered an opportunity for many members of the TFLCPA to meet, albeit informally, for the first time, and to plan the work of the Task Force over the next 2-3 years. Some 30 people participated in discussions of the overall vision and role of the TFLCPA, including links with IUCN Commissions and working groups. They looked at case studies of successful, and failed, community involvement in protected area management, and ways to develop best-practice guidelines from these experiences. They discussed how to encourage greater understanding of natural habitats conserved by local communities. They examined some of the legal and policy constraints and opportunities to community involvement in Protected Areas. They also considered how innovative tools and mechanisms could be used to strengthen local community



involvement, including remote sensing, participatory mapping and monitoring, and films/radio. Finally, they looked ahead to a possible role in the 2003 World Parks Congress.

From compartmentalization to integration

In Amman, one did notice a continued lack of integration of scientific and social issues. What was somewhat disturbing, for instance, was the continued "compartmentalized" participation in the parallel sessions of CEESP, WCPA, and others, with "social" issues and advocates strongly present

INTERACTIVE SESSION 9

Local Solutions Promoting Social Equity and Cultural Diversity

The banners posted in Amman streets announcing the IUCN Congress made strong references to people in conservation and to issues of poverty and social equity, which are key concerns of IUCN's Mission and of the overall Programme.

Although sadly lacking from too many of the discussions in Amman, these issues did find their way into Interactive Session 9, organized by the IUCN Social Policy Programme. This session reviewed the progress made by IUCN's Programme in mainstreaming gender and indigenous peoples' issues, reviewed a number of case studies and drafted recommendations to advance the integration of both gender and indigenous peoples' issues into the Union's work.

Perhaps most important, the session brought together the groups in IUCN working on these issues, and helped to forge better links between various networks, programmes and Commissions. For example, closer integration between the gender-mainstreaming team and the WCPA will result in the organization of a workshop in 2004.

The experience of IUCN's Regional Office for Mesoamerica (ORMA) of integrating gender into projects and policies within the Mesoamerican region has shown the synergies between mainstreaming gender both at the policy level and at the field project levels. The experience of Asia, Mesoamerica and Africa in regard to

indigenous peoples, traditional communities and protected areas show the advantage of flexible, non-prescriptive approaches ranging from community-based management to collaborative management, according to the particular needs and institutional contexts.

Before and after Amman, the Social Policy Programme – now the Social Equity unit of the Socio-Economics Programme – has been closely supporting the Women & Biodiversity Network in North Africa. An initial working group has been set up within the Secretariat to prepare a systematic three-year workplan on indigenous peoples' issues, including the establishment of an Advisory Committee.

If all goes well, the Amman sessions and the closer collaboration they fostered will facilitate a stronger and more analytical focus on the social dimensions of conservation for the next IUCN World Congress.

– Cristina Espinosa, Head,
Social Equity Unit,
IUCN SocioEconomics Programme

See the new website of the Participatory Management Clearinghouse launched in session 9: <http://iucn.org/themes/pmns/>. For the complete report and presentations of Interactive Session 9, see <http://iucn.org/themes/spg/>

in one, and "biological" issues and advocates dominating the other. What did help, however, was the open attitude of the some of the key people in these Commissions, and their willingness to build bridges.

Above all, there was a growing realization that themes such as participatory conservation can become a major link between the various Programmes, Commissions, and other bodies of IUCN. The trend towards integration is unmistakable, but much more will have to be consciously done to make it stronger and faster, to keep up with the rapidly changing reality of conservation across the world.

Ashish Kothari is the Coordinator, IUCN Task Force on Local Communities and Protected Areas; and Chair, WCPA Theme on Benefits to People. Manju Menon helps in Task Force coordination.

They both work at Kalpavriksh – the Environmental Action Group in Pune, India.

For more information on the Task force on Local Communities and Protected Areas, its deliberations at the Amman Congress and the text of the Vision Statement, contact: Ashish Kothari / Manju Menon, Kalpavriksh, Apt. 5 Shree Dutta Krupa, 908 Deccan Gymkhana, Pune 411004, India. Tel/fax: 91-20-565 4239; E-mail: ashish@nda.vsnl.net.in

Amman motions related to social policy

Although most of the motions adopted in Amman have social implications, several deal specifically with the Union's social policy.

Topics include the mandate for the Commission on Environmental, Economic and Social Policy (CEESP); the Collaborative Management for Conservation Programme; gender policy; poverty reduction and conservation of environment; and indigenous peoples, sustainable use of natural resources, and international trade.



SOCIETY



More support for collaborative management

Grazia Borrini-Feyerabend

The adoption of the resolution that dealt with collaborative management (CM) reaffirmed the broad support given to this approach at the Montreal Congress of 1996 (Resolution 2.15). In addition, Resolution 2.01 on the mandate of the Commission on Environmental, Economic and Social Policy (CEESP) designated CM as one of the four priority areas of work for the Commission, to be spearheaded by its Collaborative Management Working Group.

Collaborative management is about involving a range of social actors (stakeholders) on the basis of a variety of social entitlements and capacities recognized and brought to bear in natural resource management. This is not quite the same as 'community-based management', which focuses uniquely on the role of *local* communities in the management of natural resources.

We now have the benefit of many lessons learned in collaborative management processes in the field – practical lessons concerning the preparatory phase, the negotiation phase and the 'learning by

doing' necessary to develop pluralist management plans, agreements and institutions. A book on such lessons was made available – hot off the press – in Amman, and is available free from michaela.hammer@gtz.de. (Now in English and French, it will soon be also available in Spanish, Italian and Arabic.)

The members of the Working Group on Collaborative Management held several meetings in Amman. These included reviews of recent and ongoing events, training programmes (including training of CM trainers) and a regional initiative that influenced CM policy and practice in Central Africa. New CM initiatives are being set up in Asia, the Wider Caribbean, and Central and Eastern Europe in addition to countries including Iran, Lebanon and Saudi Arabia.

Grazia Borrini-Feyerabend is Chair of the CEESP Working Group on Collaborative Management.



SOCIETY

What constitutes sustainability?

Alex de Sherbinin

There currently exists no single measure of environmental sustainability that holds the same capacity to guide public policy and attract public attention as do Gross National Product (GNP) or the unemployment rate in the economic sphere. The pilot Environmental Sustainability Index (ESI), released last year, was the first attempt to create such a measure.

The pilot ESI was composed of 65 variables grouped into 21 indicators. From the beginning, questions arose concerning the relative weights of the index's constituent elements.

The Amman Congress gave us a chance to solicit the opinions of environmentalists and business leaders on the appropriate weight to apply to each indicator. At the Amman Congress we distributed over 150 ESI weighting surveys in English, French and Spanish. The same survey was administered to members of the World Economic Forum's Global Leaders for Tomorrow and to participants in three smaller environmental policy meetings. In all, we

Amman showed that sustainability in the use of natural resources has now taken its place in the "heartland" of the Union's strategies of conservation alongside species conservation and protected area approaches.

Sustainable use has long been on the Union's agenda but its mode of engagement (or disengagement) with this issue has been the topic of long and sometimes acrimonious debate at past Congresses. In Amman it became clear that for most delegates the analysis and enhancement of conditions encouraging sustainability in use was a central task of the Union.

– Marshall Murphree

'Sustainability' motions

The concept of sustainability underlies everything the Union does, yet the resolution setting out sustainable use policy took years to develop. Several motions adopted in Amman relate to sustainable production, particularly in agriculture and fisheries. Topics include the IUCN Policy Statement on Sustainable Use of Wild Living Resources; genetically modified organisms and biodiversity; organic agriculture and conservation of biodiversity; legal aspects of the sustainable use of soils; promoting sustainable fisheries; and Indigenous peoples, sustainable use of natural resources, and international trade.

received 260 responses, of which 62 percent came from the IUCN Congress.

In the replies, the indicators that scored highest (out of a maximum of five points) related to environmental systems and stresses. Components that measure countries' vulnerability to environmental change, social and institutional capacity, and global stewardship, scored slightly less.

Interestingly, there were no dramatic disagreements on this count between the environmental and business communities, or between people from developed and developing countries (though respondents from high-income countries tended, on average, to assign all indicators slightly higher importance than did respondents from low-income countries). Developing country respondents placed

INTERACTIVE SESSION 8

Sowing the Seeds for Sustainability: Agriculture, Biodiversity, Economy and Society

A major advance in Amman was the recognition that agriculture is a valid issue of concern for IUCN, especially as it relates to biodiversity. Agriculture is the land use that has had the most profound influence on the current distribution of landscapes around the world. While croplands cover only about 10% of the Earth's land surface at any one time, many abandoned agricultural lands are critically important for wild biodiversity, and lands that are extensively used for grazing or forestry also support important wild biodiversity.

While agriculture describes many forms of land use, human communities in the various parts of the world have developed their own ways of mobilizing their local resources and developing sustainable relationships with their available resources. These local adaptations to locally-available resources have helped to nurture both cultural and biological diversity. But with increasing globalization, communities are no longer focusing on sustainability issues, instead giving greater attention to supplying the global market place. The trade liberalization that is accompanying current global changes can have both positive and negative impacts on local environments, but the positive impacts will come only through concerted efforts to ensure that greater attention is given to conserving traditional forms of agriculture that have proven sustainable over long periods of time.



SOCIETY

Agriculture has profound influence on the distribution of landscapes around the world. Pictured: Ali Falahat, who works in Petra's thriving tourist industry, stands outside the 9000-year-old ruins of one of the world's first agricultural communities at Al-Beidha, Jordan.

greater emphasis on "public choice failures", such as levels of corruption and perverse subsidies.

The divergences are slightly greater when the two largest groups of respondents – Congress participants and the Global Leaders of Tomorrow – are compared. Congress participants rated ecosystem stress and biodiversity as most important, whereas the business community placed greatest weight on air and water quality.

Is this meaningful? We feel it is. First of all, survey respondents tend to rank tangible environmental conditions and the drivers that lead to those

conditions, as more important in judging sustainability than, say, participation in environmental treaties or enactment of legislation. Also, scientific and technical capacity are potentially viewed as elements that, given the international transfer of knowledge and technology, do not have to be "home grown" to contribute to sustainability. And finally, environmental disasters such as floods and monsoons are considered of lesser relevance in putting together a useful sustainability index. Partly as a result of the survey, we have decided to remove this indicator from the ESI, and to strengthen the international cooperation indicator.

The 2001 version of the ESI, released in late January at the World Economic Forum's Annual Meeting in Davos, Switzerland, included an "interactive" version to allow people to create a customized index based on their own weighting scheme.

For more information, see <http://www.ciesin.org/indicators/ESI>.

Alex de Sherbinin is a Research Associate with CIESIN at Columbia University.

INTERACTIVE SESSION 5 Ecospace and a Global Culture of Sustainability

Issues discussed in this session included equity, sustainable use of bio-cultural resources, analyses of the Convention on Biological Diversity (CBD), indigenous knowledge systems and sciences, stakeholder involvement, and local and global dynamics.

The sustainable-use objectives of the CBD may be of greatest interest to government resource management agencies and the local communities who depend upon biological resources. But sustainable use has proven extraordinarily difficult to convert from concept to practice, and the Interactive Session addressing this topic identified some important challenges to the CBD as well as to the Union itself.

What does sustainable use mean today in the context of IUCN? You can read the motion, but it is important to recognize that sustainable use is a goal that more than likely will never be achieved in a concrete and absolute sense. It is a condition that is the consequence of a whole array of human, environmental, and biological conditions, all of which are changing all of the time.

– Steve Edwards



SOCIETY

Business and biodiversity: the beginning of a beautiful friendship

Robert Barrington

Business & biodiversity: it would be difficult for conservationists to think of a less likely coupling, something akin to beauty and the beast. The first time to my knowledge that the words "business and biodiversity" publicly appeared together was in the 1997 publication of that title from IUCN and the World Business Council for Sustainable Development (WBCSD). Four years ago, even to talk of business and eco-efficiency, or the effective management of energy and waste – now standard elements of any worthwhile Environmental Management System (EMS) – seemed ground-breaking. However, over the past few months there has been a number of new initiatives in this area, and the Amman Congress dedicated a day-long Interactive Session to the theme, chaired by Frank Vorhies.

It was immediately clear that there are two broad uses of the term. The first refers to businesses which use biodiversity as a product, of which the most obvious are ecotourism and biodiversity-friendly agricultural practices. These might be described as "biodiversity businesses", and the session heard a series of case studies both about successful companies in this area, and enterprise funds such as the Terra Capital Fund and Kijani* Initiative which will stimulate growth in this sector. This movement is clearly a step forward in the difficult area of making biodiversity appear economically important both to the communities which live within it and to governments which make decisions about it.

But a larger shadow hung over the session: big business. The power of global companies to influence biodiversity conservation, both positively and negatively, is greater than ever before. Many conservationists believe that they therefore need to be fully integrated into the conservation debate. There are now a handful of global environmental NGOs, prominent among them Earthwatch, WWF, Conservation International and Flora and Fauna International, which are actively engaging multinational

* *kijani* means green in Swahili

INTERACTIVE SESSION 10

Developing and Investing in Biodiversity Business

The session pointed to the rich range of opportunities for investment in biodiversity business, as illustrated by the experiences and information provided by presenters and other workshop participants, and underlined the need to place investment higher on the global biodiversity agenda. For a full report, see <http://biodiversityeconomics.org>



Economics motions

Several Amman motions were directly related to business and economics. These addressed topics such as the impact of trade liberalization and financial resources on biodiversity.

companies across the world. From the experiences of these NGOs reported during the Interactive Session, it was possible to identify six emerging "business and biodiversity" trends in this field:

- These NGOs see the corporate sector as an integral part of any solution to the biodiversity "crisis". This does not mean providing money to the NGOs, but conducting business in a way which reduces, removes or mitigates a company's impacts on biodiversity. As a corollary, particularly within natural resource companies like Rio Tinto and BP, many biodiversity action plans are planned or delivered in conjunction with NGOs, which often have the requisite biodiversity knowledge locally, nationally and internationally.
- Companies active in the biodiversity field are also aiming to go beyond compliance or 'best of sector' in other areas of their business; for this reason, effective environmental management is often cited as a snapshot indicator of a company's management performance or health.
- There is an increasing amount published in the area of business and biodiversity, both in terms of individual companies' own performance, and general guidance for companies wishing to engage. However many NGOs have not really separated the ideas of engaging business and raising funds from business.

- Much biodiversity work is labour-intensive, whether conducted by a company, government or NGO. This offers opportunities for employee involvement as individuals or teams. Several companies, such as Shell, Glaxo Wellcome and British American Tobacco, use this as an opportunity to raise awareness and extend buy-in for the biodiversity message across the company.
- It is an increasingly common practice for companies to draw up a four- or five-step Biodiversity Action Plan (BAP) using a template similar to the ISO-14001 approach, linking to species and habitats of importance and integrating back into the company's EMS. This is particularly relevant to companies with extensive land-holdings and reliance on natural resources, which can provide a convergence of interest allowing companies to play a leading role in local or regional biodiversity conservation. Northumbrian Water (owned by Suez-Lyonnaise des Eaux) is often cited as a best-practice example of a company BAP integrated into an EMS.
- Updates from the Forest Stewardship Council and new Marine Aquarium Council, two certification schemes, suggested that proper regulation and high-level buy-in from companies can fundamentally change entire markets if pressure is brought to bear by NGOs.

All of this prompts the question, what is the role of IUCN with regard to business? What happened to the IUCN Private Sector Task Force announced in the 1997 Annual Report? It was notable that only two multinational companies – Reuters and Sony – were represented at the Congress, and both of those in a very traditional “sponsorship” arrangement. Suddenly, it seemed very anomalous that in a forum discussing world conservation, NGOs and governments were present but not companies. Of course, this raises an additional issue about the role of IUCN as the global body representing world conservation. In other words, should it be a forum for all actors in the biodiversity debate, *including* companies, or should it be representing the viewpoints of its current members to other groups *such as* companies?

Either way, it seems that there will be some changes for the next Congress. It is easy to imagine that IUCN might have corporate members by that time, and perhaps even voting corporate members. Given that many companies are larger and more powerful than governments, this would be a natural development. But would we trust them to elect the Chair of the Commission on Ecosystem Management? Might corporate members start to undermine basic assumptions such as the importance of the Convention on Biological Diversity? Would the CEO of a mining company end up as an elected official of the World Commission on Protected Areas?

Alternatively, IUCN might coordinate among its members a position towards business. In which case, what is IUCN's view about the role of companies

in conservation? Are there sectors or companies which are too dirty to engage in debate? Can IUCN, through its unrivalled access to specialists and expertise, help set global guidelines for measuring and reducing companies' impacts on biodiversity?

One fact which should not be ignored is that IUCN has attributes which could make it uniquely attractive to companies. It is scientific, objective, global, and already brokering discussions and partnerships between governments, scientists and NGOs. There could be a large niche here which is not currently filled by NGOs or governmental bodies. An organization which was able to say to companies: this is the view of the world conservation community about your business, this is what you can do to improve, and this is a business case for doing so, would potentially be very influential. At the moment, companies which wish to engage in biodiversity conservation have no central reference point, in the way that there are ISO-14001 or EMAS (Eco Management and Audit Scheme) standards for other environmental aspects of their operations; and this is quite apart from companies which have no intention to engage, because the momentum for them to do so is being driven by NGOs.



SOCIETY

Targeting trade

The Working Group on Trade and Environment of the Commission on Environmental, Economic and Social Policy (CEESP) will pursue two main tracks of activity.

First, we will reach out to IUCN members, Commissions and the Secretariat to identify the issues of common concern regarding the relationship between trade policy and the root causes of biodiversity loss, building on work already accomplished in many of the regional offices. Within a year we hope to have in place a permanent system of information exchange, dialogue and research aimed at enhancing the Union's capacity to address these issues.

Second, we will further scrutinize the complex issues at the intersection of trade, economics and environment. Aware that many economists and other social scientists within the IUCN family are leaders in the field, we intend to engage them and young scholars and professionals in deepening research on issues directly related to the Union's Programme objectives. This will be done by developing collaborative research to build on ICTSD's monitoring of trade policy, and delivering its findings in the form of policy options. It will target, for instance, the needs of communities with respect to managing traditional knowledge associated with biodiversity in the context of globalization – a topic the international community continues to legislate through the various multilateral environmental agreements and through the development of property right regimes. And it will also target issues that need immediate attention in trade negotiations such as the relationship between instruments of environmental policy and evolving trade rules.

– Ricardo Melendez-Ortiz, Executive Director of the International Centre for Trade and Sustainable Development (ICTSD) and Chair of the CEESP Working Group on Trade and Environment



SOCIETY

The Interactive Session on business and biodiversity was a sign that the IUCN Secretariat is taking the issue seriously. It was concluded with an announcement that IUCN, Earthwatch and the WBCSD will collaborate on a year-long work programme, to provide a follow-up to the 1997 publication. Before the next Congress, IUCN will need to make some fundamental decisions about its relationship with business. The work programme on business and biodiversity announced at Amman will be an important step on this journey.

Dr Robert Barrington is Chief Executive,
Earthwatch Institute (Europe)

GLOBE: informing legislators

GLOBE (Global Legislators Organization for a Balanced Environment) and IUCN signed a Memorandum of Understanding to provide parliamentarians and legislators with accurate environmental information. To quote the Honorable Akiko Domoto, President of GLOBE, former Vice President of IUCN and Governor of Chiba Prefecture, Japan: "As parliamentarians, we consider this alliance to be very important, especially because we are the ones who are going to ratify conventions and define the environmental policy in each country."

Environmental law: Amman mandates

Charles di Leva

The work of the Amman Congress identified a great many legal issues. It will be the task of the Environmental Law Programme (ELP) to address as many of them as its resources allow. A sampling of these resolutions includes the following:

Resolution 2.09 Implementation and monitoring of international conventions. Multilateral international instruments such as the Convention on Biological Diversity and the Convention on International Trade in Endangered Species (CITES) and other agreements can only be effective in promoting conservation and sustainable use of biodiversity if they are supported by legal instruments at all levels of national and international operations. Today, as it has been throughout its history, the ELP is intensively involved in helping to put these instruments in place.

Resolution 2.63 Illegal and/or unsustainable trade of wildlife species among and from the Mekong riparian countries. The ELP has been active in support of IUCN's basic mandate to address the worldwide extinction crisis. Perhaps the greatest legal challenge to be faced in the coming decade will be the development of "sustainable use legislation" that clearly and enforceably regulates the use and management of wild biodiversity. Current problems

in the Mekong, to which this resolution was addressed may be the crucible in which some critical legal developments are forged.

Resolution 2.39 Corruption in the forest sector.

Forests offer a similar set of problems, because they too are filled with commercially valuable species and other resources which are critical to the continued existence of a significant fraction of the world's biological and genetic resources. Rights in (and powers of disposition over) forest resources are frequently held at levels of society that may think themselves beyond the reach of forest officers and police. Assisting countries in developing legal tools for combating these "crimes against the environment" will be an important task of the ELP in the coming years.

Resolution 2.56 Land-use policies and legal tools for coastal conservation and Resolution 2.90 Convention on the Protection of the Marine and Coastal Mediterranean Environment against Pollution.

The marine areas in the "coastal zone" are particularly important contributors to the lives of a great many species, both terrestrial and aquatic. The various components of the coastal zone (encompassing beaches and rocky areas, mangrove swamps, seagrass beds, coral reefs, etc.) and the landward areas most connected with them are also typically valuable and desirable for many kinds of development, as a result of which coastal habitats and ecosystems are rapidly disappearing. Legal structures are urgently needed to ensure rational decision-making for coastal areas, and to give a proper "voice" to the species dependent on these areas.

Charles di Leva is Head of the IUCN
Environmental Law Programme.

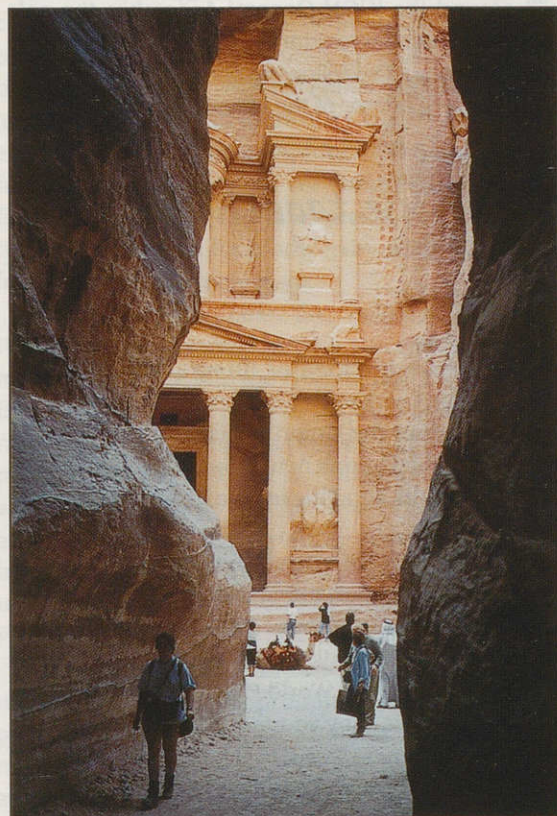
Earth Charter launch

Under the Chairmanship of Maurice Strong and Yolanda Kakabadse, The Earth Charter was celebrated in a special ceremony, highlighting the fundamental significance of a shared charter of environment-related values across regions, cultures and creeds, and honouring the contributions of Her Royal Highness Princess Basma of Jordan.



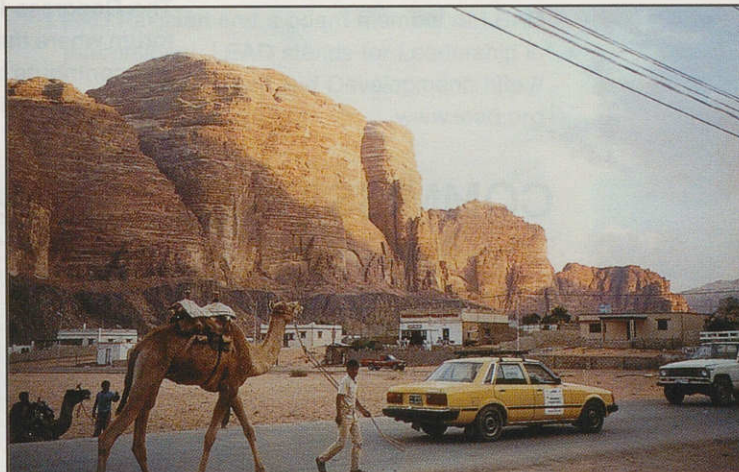
SOCIETY

Conservation and society: a Jordan photo album



UCUNIKKI MEITH

The "Treasury" at Petra, one of Jordan's greatest tourist attractions, was rumoured to contain gold; but the real value was in the site itself.



UCUNIKKI MEITH

Wadi Rum is a boomtown during tourist season. If you want a ride, first choose a century.

Right: Bedouin families who until recently lived in Petra now reside in a new village outside the protected site. During the day they return to the ancient city to trade with visitors – much as their ancestors have for millennia.

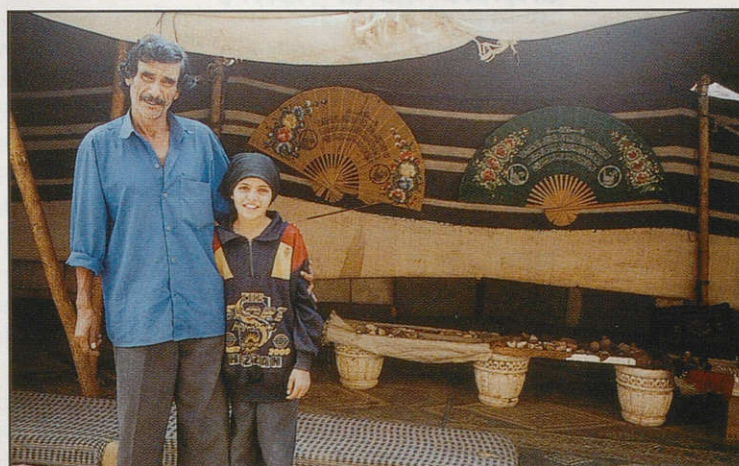


UCUNIKKI MEITH

Left: the Dana Nature Reserve offers visitors a selection of natural products from the park and a range of accommodations, from a small hotel to a well-run campsite.



UCUNIKKI MEITH



UCUNIKKI MEITH

This Bedouin family lives outside the archeological site of Al-Beidha, greeting visitors with tea and selling the artifacts they find. The father tried working in the tourist industry, but found it stressful, choosing to return to a more traditional lifestyle.



COMMISSIONS

III. UNION

The Congress is built around the IUCN General Assembly, the sole forum where the members assemble to address the Union's business and contribute to its governance. The following section demonstrates how their decisions affect every corner of the Union.

COMMISSIONS: *Serving the cause together*

David Brackett

As noted by Richard Sandbrook (page 6) IUCN is really a 'triple helix'; its three strands are the global Secretariat, the membership and the Commissions.

The Commissions emerged from the Congress a greatly strengthened strand in this partnership. They will all benefit hugely from the decisions made in Amman. For the first time in recent Congresses, Commission meetings were a formal part of the proceedings. The Commissions' involvement in the Congress was most evident in the Interactive Sessions, which they were instrumental in pulling together. In turn, the session discussions have helped reinvigorate individual programmes with new ideas and approaches. Several Commissions also took the opportunity of the Congress to organize side events, such as the WCPA workshop with the United Nations Educational, Scientific and Cultural Organization (UNESCO) on World Heritage Sites in danger.

But the greatest prize the Commissions took home from Amman can be described in one word:

integration – the greater integration of the six commissions with each other, and their integration with the rest of the Union. This is an essential by-product of the Union's new Programme, which sets out key results to achieve in a cross-disciplinary framework.

This new level of integration is also reflected in the new Commission mandates agreed in Amman, and in several resolutions. It is more than a vague promise. The Commission Chairs will be expected to report to the next World Conservation Congress on the progress they've made toward integrating their programmes. The IUCN family will find itself linked more closely than ever, and the resulting synergies – to borrow a buzzword popular in environmental circles – can only lead to a new level of service to the cause of conservation.

David Brackett is Chair of SSC and Representative of the Commissions to the Bureau.

CEC: taking the members' challenge to heart

The review of the Commission on Education and Communication held up a mirror to our work, letting us see how we are perceived, and how well our services and products are used. But it also provided suggestions of new opportunities for CEC work, particularly in helping IUCN with knowledge management. The other major recommendation was to suggest that CEC works on the mass media and corporate sector in terms of education and influence.

Because we undertook the review about one year before the Congress, CEC was able to build the external review recommendations into its mandate and use the Congress to discuss in detail more about the new areas of work. We organized the workshop at the Congress on "Mobilizing Knowledge for Biodiversity" at which the research results were presented and the proposals generated interest.



The idea, which is also in the IUCN Programme, of an IUCN virtual university was discussed. At the moment, because of changes in the Secretariat support for CEC, we have put on hold the work on knowledge management and the virtual university.

CEC has been asked to play a more central role in IUCN communication. This means that the CEC Secretariat head of programme is taking on

extra responsibilities for IUCN communication and that is a very challenging time for us. CEC experts in corporate communication have set up a "product group" to advise IUCN on its corporate communication.

Since the Congress I have set up a new steering committee, including some wonderful new people to join past steering committee members. We now have, in addition to regional chairs, product group leaders. The idea is to share responsibility for leadership in CEC and find ways for CEC members to focus on sub-areas of our very broad professional field, such as a group for mass media, communication and education for biodiversity, and education for sustainable development.

We have taken to heart the challenge from the IUCN members to integrate education and communication expertise into the Programme. That means that CEC members have to become closely connected to a programme or project, quite a high expectation of our volunteers. Other Commissions are taking a lead – on species or parks issues for example – but those dealing with cross-cutting issues have a tougher time to help the volunteer members to really connect to the complexities of the IUCN Programme.

Many think of communication as brochures and mass media releases – promoting what has been produced, very 'end of pipe'. It is CEC's challenge to encourage programmes to see communication in all aspects of IUCN work. First, communication should be considered in determining the demand for knowledge that IUCN will collect – and why and in what form it should be prepared and communicated. Communication then helps to provide insight into what is the right knowledge to be delivered at the right time.

Within IUCN's strategy on empowerment, communication and education plays a most important role in the learning processes that enable people to understand and play a role in conservation. And in how we communicate policy recommendations and try to influence change in governance.

– Denise Hamú, Chair of CEC

CEL: capacity building

In terms of the future work of the Commission on Environmental Law (CEL), the coming decade calls less for work on new environmental conventions than for increased capacity-building in developing countries to support the global consensus already achieved.

The degree to which the Amman Congress catalyzed ground support for sustainable development in the Arabic-speaking world can be seen in the almost simultaneous inauguration of the Arab Centre for Environmental Law in Kuwait (ARCEL).

Nick Robinson, my replacement as CEL Chair, is continuing our work on capacity-building in the region, and this may turn out to be among our greatest contributions to environmental law.

– Parvez Hassan, former Chair of CEL, Chair of LEAD Pakistan and a board member of LEAD International. LEAD stands for Leadership in Environment and Development: <http://www.lead.org>



CEM: a critical moment

The Commission review conducted before Amman was a critical moment in the history of the Commission on Ecosystem Management (CEM). In fact, the review team recommended that CEM be discontinued. The Amman Congress, however, gave it a reprieve.

Surprising or not? Surprising, indeed, in the way that the Congress defied the proposal of the reviewers. But the outcome was not so surprising, really, since ecosystem management remains one of the cornerstones of IUCN.

Against this background and the revised CEM mandate, IUCN members will have especially high expectations of us and our contribution to the Union's objectives. The quadrennial Programme and motion regarding CEM's interlinkages, as adopted in Amman, will guide our way forward.

As the newly-elected Chair, I look forward to working with the CEM Steering Committee over the next few months to review Commission strategy. But central to any new strategy we propose will be the Ecosystem Approach (EA) as embraced by the Parties to the Convention on Biological Diversity at their fifth meeting. We feel strongly our responsibility to deliver insight into the practical effectiveness of the EA, and to pursue the new level of integration with the other IUCN Commissions that this requires and that the members have demanded.

On the basis of my experience with ecosystem management in different parts of the world, I recognize the need to bring about a new era in the Commission's history, and to work harder at incorporating economic and social policy considerations into CEM's activities.

– Hein van Asperen, Chair of CEM



COMMISSIONS



COMMISSIONS

SSC: voluntarism and regionalization

I am continually amazed at the enthusiasm and dedication of our volunteers.

Sometime before Amman, the Species Survival Commission (SSC) initiated a study of voluntarism to find out what motivates a highly productive volunteer, what demotivates them and what we can realistically expect of an SSC volunteers

So far our volunteers have focused on analysis and standard-setting – developing the Red List criteria, for example, and assessing particular species against the criteria. But to what extent should we rely on volunteers when it's time to move from standard-setting to action on-the-ground? Is it asking too much to expect results as well as analysis? SSC sets standards but it is also involved in implementation; WCPA on the other hand sets standards for best practice but doesn't actually manage any parks. Which is the right approach?

We talked about these matters in Amman at some length, and Mark Stanley-Price spent most of the Congress hidden away in a corner interviewing a selection of volunteers. We hope to have some results by late spring.

Another important point for follow-up from Amman is the regionalization process. SSC has had some difficulty making the match with the regionalization of the IUCN membership, simply because species don't follow the same geo-political boundaries. Nevertheless there's a lot of regionalization now taking place in SSC. We now have a series of Regional Vice-Chairs, and I have asked them to get to know SSC members in their region. This is a step towards working with IUCN's regions more effectively.

– David Brackett, Chair of SSC



WCPA: a 21st Century agenda

The World Commission on Protected Areas (WCPA) is trying to set up a mechanism whereby the people who need to make the choices can know how to adapt to the many changes in the world, particularly climate change and decentralization. This project, which will be seeking funding from the Global Environment Facility, addresses five key questions.

The first, obviously, is how do we understand these change factors and how do we adapt? What are the major adaptation strategies?

Second, how do we continue to build the network of protected areas using 21st century criteria?

Third, how can we increase management effectiveness? There is a WCPA project with a major grant from the UN Foundation to examine World Heritage Sites from that aspect. What about certification – we have been certifying forests, why not certify parks?

Fourth, in the socio-economic arena, how do we make sure that stakeholders share in both the benefits and costs of protected areas? What new relations with people must we pursue? How do we build stewardship? Is co-management the answer? What are the new incentives for cooperation by neighbours of protected areas?

Finally, how do we build capacity to manage these areas for this future agenda? How do you train people, how do people get prepared, how do they educate themselves to get ready for climate change or decentralization?

To further all these goals, we are trying to create in WCPA a learning network, so that people can continue to learn from one another. The Commission is developing itself as an institution for capturing lessons learned and making them available through the Web, direct contacts, clearing house activities and publications.

We will put together a set of option documents, with cases from the field, for the Vth World Congress on Protected Areas in 2003, which will gather 3000 of the world's leaders in this work. After revision, this material will be submitted to the Parties to the Convention on Biological Diversity in 2004 as they address the subject of protected areas and biodiversity conservation.

– Kenton Miller, Chair of WCPA and former IUCN Director General (1983–88)

Left: five of the new Commission chairs met in Amman. Left to right: Hein van Asperen, David Brackett, Denise Hamú, Kenton Miller and Nick Robinson.

CEESP lives!

Since the Congress I've been asked what the fireworks were all about.

Before Amman, some people in the old Council had attempted to eliminate the Commission on Environmental, Economic and Social Policy (CEESP) from the IUCN scene. There was a Commission review, paid for with the funds earmarked for CEESP to function in the year 2000, but the review left major areas of work of the Commission untouched and, in the eyes of many CEESP members, was partial and non-constructive.

The fireworks went off in Amman when the discussion was opened on the quality and consequences of the review. Several governmental and non-governmental members spoke to the fact that CEESP is the one space in the Union where new ideas and perspectives can grow and where critical thinking and internal dissent can flourish. Attempts at silencing it would clearly signal a dark time in the Union. We were all very pleased that the membership showed a strong consensus on reviving and strengthening CEESP.

More focus

Our goal, not different from the former CEESP, is to advance the cause of sustainable development to influence and assist societies to harmonize conservation of biodiversity and the betterment of human lives. Our strategy, however, aims at being more focused. The old CEESP attempted to deal with a variety of thematic areas and was for some tastes a bit too academic. We are currently focusing on four main topics only, and our work will be as field-based and applied as possible, arguing that the best policy is that which is firmly grounded in, and grows out of, field- and community-based experience. We are also bringing new energy into developing a constructive relationship with the other Commissions and the IUCN membership and Secretariat. We will work closely with them as well as with other institutions and groups that are working on various pieces of the puzzle.

Four themes

Our four broad thematic areas are:

Sustainable livelihoods – the crux of the matter. It concerns the way in which human communities can use the natural resources at their disposal to sustain themselves while preserving the integrity of biological diversity and the ecological functions on which life depends.

Collaborative management – the crux of the practice. It concerns processes by which a variety of interested actors (stakeholders) can negotiate, agree upon and guarantee among themselves a fair share of the rights and responsibilities, the benefits and costs of sound natural resource management.

Trade and environment – the hottest area of debate in sustainable development. It concerns events and mechanisms by which globalization and international trade affect people and natural resources all over the world.

Environment and security – the fundamental question to assure our future. It concerns the understanding of the forces that bring about short-term and long-term security for both people and the environment. We hope to develop more Inter-Commission Task Forces, always within the scope of the four thematic areas mandated by Congress.

We now have four CEESP Working Groups, and one inter-Commission Task Force with WCPA, on Local Communities and Protected Areas.

New directions

In the CEESP workshop we identified the need to understand and involve in more and better ways the wisdom of local communities and indigenous peoples. We are serious about this, and in CEESP we may now look forward to a new category of expert members: the community elders, female and male, who possess invaluable experience in conservation and sustainable livelihoods and use of natural resources. Without this wisdom and knowledge, we believe we cannot achieve the mission of the Union. We are also looking into Community Investment Funds for sustainable livelihoods, which can support community-based initiatives for the sound management of common property resources.

In the area of co-management we are looking into two critical issues:

- What constitutes a legitimate "entitlement" to manage natural resources? and,
- Are there region-specific or culture-specific insights for co-management (e.g. in the negotiation processes, or the resulting agreements and institutions)?

In the area of trade, we discussed the "rights" of individual countries or pressure groups to force others into compliance with certain rules, including rules that are environmentally friendly, outside of broadly negotiated international agreements. We explored experiences in more participatory approaches where, through patient negotiation involving both environmental and equity goals, longer-term effective compliance can be attained. Finally, we reviewed the fact that investing in the environment is one of the most effective and efficient ways towards disaster prevention and environmental security.

– Taghi Farvar, Chair of CEESP and
Chair of the Working Group on Sustainable
Livelihoods. E-mail: taghi@cenesta.org;
Commission: ceesp@iucn.org



COMMISSIONS



REGIONS

REGIONS: *Impressions from Amman*

WESCAN: planting seeds

To my mind there were several events in Amman of special importance to the WESCAN (West/Central Asia and North Africa) region. First was the venue itself – the first Congress in an Arabic-speaking country. Another was the attempt to create an arid lands commission. Although this could not be done on such short notice, it alerted the Union to a set of problems facing a great many of its member organizations and countries, and led to the adoption of a resolution to create an IUCN Arid and Semi-Arid Lands Global Thematic Programme.

Similarly, the resolution to adopt Arabic as a fourth official language of IUCN, although not practical for now, put the idea in people's minds. I have hope that this tiny seed might someday bear fruit!

Also of special interest to our region were the discussions relating to protected areas, desertification and problems of water shortages. We are entering a new age of water, when water security will influence every aspect of life in many regions. Acknowledging this fact, the newly-elected Council, meeting for the first time in Amman, decided to ask Professor Kamal Batanouny to draft a proposal for the next Congress on setting up a Wetlands Commission. This idea would put water issues firmly at the heart of IUCN's future work.

– Dr Talal F. Al-Azimi, IUCN Regional Councillor and Director of Administration, Environment Public Authority of Kuwait

Energies unleashed

Perhaps the biggest plus of the Congress was simply the fact that it was held in Jordan. This unleashed energies throughout the Arab region that will have an irreversible impact on the Union. Two examples are the demand for Arabic as an official language and the support expressed for an arid lands commission to tackle the problems of desertification.

– Parvez Hassan, former Chair of the Commission on Environmental Law

Mesoamerica: decisive involvement

Amman was important to Mesoamerica for giving us a chance to update our understanding of a number of questions related to conservation and sustainable development. Furthermore, it provided a welcome opportunity to discover Arabic culture.

A decision of special importance to us was the proposal relating to the Mesoamerican Biological Corridor and the support this initiative received from Congress delegates.

Our involvement in this Congress was decisive, as it contributed to the unity of the entire Latin American region. We were able to achieve a common position on a number of issues, strengthen our ties with the South American members, and start thinking about future joint initiatives. Our region's participation in the workshops was positive and led to a number of proposals; it also gave us a valuable opportunity for informal exchanges with other National Committees.

The next Congress should provide more time for thorough discussion of resolutions in plenary meetings. The parallel technical workshops are interesting, but they should not take up all the Congress time. Moreover, the workshops should attempt to define IUCN's approach on technical issues to be discussed during the Congress.

Another major improvement would be to invite more donors, so as to provide an opportunity for members to make contact with them.

– Justo Pastor Nuñez, Chair of the Mesoamerican Committee of IUCN members

South America: closer ties

A key development for the South American members is the way the resolutions are being more closely linked to the Programme. For too long they were treated almost as an afterthought by the Congress, while for many many members they are of crucial importance.

– Sônia Rigueira, Regional Councillor and President of the Instituto Terra Brasilis

US: into the mainstream

One of the significant developments from the point of view of the United States Office was that a number of issues of concern to US members – such as climate change, GMOs, conservation biology and marine issues – were given equal priority by the Amman Congress and are being made part of the mainstream of the Union in the forthcoming Programme. US members played an active part in many of the Interactive Sessions. As always, with so many long-standing members, veteran Congress participants and advocacy organizations among the US representatives, they took a leading role in many of

the discussions behind the scenes with regard to resolutions.

The United States Government made a decision not to challenge every resolution it disagreed with or had reservations about, particularly with regard to Okinawa for example, and announced this policy at the start of the resolutions discussions, enabling the process to move forward through the Assembly without delays for a series of reservation statements and vote calls. However, the Government also indicated its dissatisfaction with the resolution process as it stands, despite the changes made this time, and this is a problem we will eventually have to tackle.

— Scott Hajost, Executive Director,
IUCN USA Multilateral Office



West Africa: desertification gets its due

West Africa was represented in Amman by some 30 participants from 10 countries. There were officials from seven Member States (Burkina Faso, Ghana, Guinea-Bissau, Mali, Mauritania, Niger and Senegal) reinforced by NGO members and several West African experts from several fields.

For the first time desertification was addressed as a major issue by IUCN, along with biodiversity conservation, ecosystem-based management and species survival. Desertification control was recognized as an essential element for the implementation of all the other programmes of North-South development and cooperation. One of the resolutions charged IUCN with the task of studying the possibility of establishing a commission on arid lands as a framework for global mobilization and development of expertise in this field.

The concept of sustainable use was officially recognized and adopted by plenary after lively discussions. This concept, though it has been part of the programmes of IUCN and its partners in the management of animal and plant species in West Africa for a long time, did not find unanimity in all Congress participants, some of whom considered that the survival of certain species was not guaranteed sufficiently if certain practices were allowed. Finally, however, the majority recognized the importance of this practice as a means of conservation in situations where human populations live directly or indirectly from the utilization of wild species.

Three resolutions adopted by Congress were prepared with the help of West African members of IUCN: on implementing the desertification convention (CCD), guidelines for mining and oil exploitation in arid and semi-arid lands, and promotion of sustainable fisheries, recommending an end to subsidies by developed countries for industrial fishing.

The Committee also put forward Professor Amadou Tidiane Ba of Cheikh Anta Diop University in Dakar as a candidate for Council. His election gave West Africa its first Councillor. The West Africa group also helped establish a network of francophone IUCN members.

— Mamadou Diallo, Chair, West Africa
Regional Committee of Members (CMAO)

Southern Africa: off the sidelines

About 50 participants from Southern Africa were present in Amman. We held an information meeting in August to prepare members for the Congress, but by the time of Congress many of the representatives who turned up had not taken part in the preparations and we were unable to hold a pre-Congress session in Amman. As a result, they found the Congress procedures rather confusing and did not play a major part in the resolutions process. It was also clear that their expectations of Councillors were quite different from the role set out in the Statutes: they were looking to Councillors to be something like a conventional politician dealing with a constituency, taking charge of fund-raising for them and their projects, organizing and financing regional meetings, and so on. This is something we are now discussing in Council.

Among the resolutions, Southern African members plainly gave great importance to the regionalization and decentralization motion. They saw it as an affirmation that the process of devolution and regional empowerment launched by the Buenos Aires General Assembly has been reaffirmed rather than being sidelined.

The Programme Committee kept me busy so that I was not able to spend as much time at the Interactive Sessions as I would have liked. From the Southern African attendance at these sessions I would say that our region's members were especially concerned with the issues of agriculture, particularly GMOs (on which IUCN so far does not have a policy), forests, climate change, and environment and security.

What the Amman Congress showed is that we need more organizational work within the Southern African region to prepare for the next Congress to ensure that we are clear what we are going to put into it and what we are going to get out of it. As always, there is the problem of resources, and IUCN as an organization must do a better job of explaining what goes on at Congress and how things work.



REGIONS



REGIONS

Somehow we must find a way to close this gap and ensure that members are better prepared to play their part. They obviously do want to contribute, as shown by the number who turned up. We need to find a way to respond to that enthusiasm.

– Juliana Chileshe, IUCN Regional Councillor for Southern Africa

Oceania: more attention, better links

Perhaps most important to the Oceania region was the decision to continue the Commission on Environmental, Economic and Social Policy (CEESP) with a new mandate.

Our region, though enormous in area, is made up of tiny countries, most of them quite poor in economic terms. The effect of trade and the World Trade Organization (WTO) is of great concern and a central focus of CEESP. We have experienced rapid industrialization in recent years, with severe human and environmental impacts on our very limited land areas. So for us the linkage between our environment and economic and social policy are very close, and CEESP is the Commission that best matches our needs, with its equal emphasis on human and environmental concerns.

We were extremely happy to see the passage of a resolution acknowledging that Oceania has been relatively marginalized in IUCN's work, and should be given more attention. We hope that this will soon lead to establishment of a Regional Office!

In terms of the IUCN Programme, because our small nations are extremely vulnerable to natural disasters, sea-level rise and coastal damage, the Union's climate change and marine programmes have special meaning to IUCN members in Oceania.

– Suliana Siwatibau, IUCN Regional Councillor from the Foundation of the Peoples of the South Pacific (FSPI). E-mail: satsiwat@xtra.co.nz

Europe: finding common ground

Central Europe. The Central European countries that are potential candidates for membership of the European Union held a meeting in Amman. In spite of the formal structures and frequent meetings already held in the accession countries on conservation aspects of EU membership, they enthusiastically supported a proposal for IUCN to set up a forum for dealing with these issues. The forum would give them an opportunity to discuss issues such as agriculture and environmental legislation in the context of the accession process. NGOs were particularly eager for IUCN to get involved. They see provision of independent information and public awareness issues as particularly important. The impulse stems

from a fear that the European accession process can appear to fall short from the standpoint of pluralism and democracy. IUCN is now seeking to establish a focal point in the region to coordinate activities with members, define the forum's scope and find some funding for the project.

Balkans. For the first time in a long period, if not for the first time ever, nearly all the Balkan conservation organizations sat down together. Representatives from almost every entity in South-East Europe assembled in one of the tents and explained to each other their priorities and the problems they have to overcome. Perhaps it will be possible for IUCN to bring these groups together to work from what they have in common, as our members have already been able to do in Central Europe and the CIS (former Soviet) states.

Pan-Europe talks. More than 100 people attended the pan-European meeting in Amman, despite the resolution process taking place in the main Congress hall, an indication (we hope) of the importance our members give to such joint efforts. In fact, there were nine candidates for the three places on Council for Western Europe, another sign perhaps of the seriousness with which the work of the Union is taken. France, chairing the European Union at the time of the Congress, sent a high-level representative from the Ministry of Foreign Affairs to head its delegation, and the Minister of Environment of the Czech Republic, our first State member from the accession countries, intervened personally in the discussions among the Central European states.

– Liz Hopkins, Director, European Regional Office

Adaptive management

I came away from Amman excited and re-energized by the opportunity to learn about IUCN's new concept of protected area management focusing on entire ecosystems. The idea of adaptive management, or the process of continually improving and adjusting our approach as the situation changes, was particularly important. I will be passing on what I learned to my university students, to Slovakian NGOs and to my fellow parks and landscape managers as we prepare our new action plans. We are also in the process of setting up an important new organization of young people interested in environmental management, and I am confident that their work will be influenced by up-to-date concepts and practices that address human impacts on ecosystems, and that they will benefit hugely by being connected to a world-wide ecological network.

– Professor Ivan Voloscuk, IUCN Regional Councillor, President of the Association of National Parks and Protected Areas of Slovakia.
E-mail: voloscuk@sazp.sk

MEMBERS: *Strength in diversity*

Diane Tarte

Being a member of IUCN is at times frustrating – trying to influence an organization that is the equivalent of a multinational company. It is rewarding – knowing that there are very many other organizations and individuals within non-government and government agencies that are genuinely seeking conservation outcomes. And frequently it is bewildering – trying to understand the complexity of “who does what” in IUCN’s Secretariat, Commissions and its huge network of supporters and members.

While IUCN has been in existence for over 50 years, it was only at the recent 2nd World Conservation Congress that members were provided with a coherent set of Membership Guidelines. These bring together the relevant sections of the Union’s Statutes and Regulations, plus the day-to-day practice of managing a diverse membership. Their intent is to provide a clearer picture to new members on what they can expect from IUCN, while reconfirming with long-standing members their rights, obligations and relationships with other parts of the Union.

Only time will tell whether the good intentions behind these Guidelines can be translated into real gains involving members and allowing us to contribute more fully to the work of IUCN.

Unity of purpose, diversity of practice

For me, the phrase “unity of purpose, diversity of practice” captures the dynamic tension within the membership of IUCN. In many parts of the world it is impossible to even consider conservation measures without addressing the fundamental issues of adequate food, housing, health services and education for the majority of the population. In the highly developed countries, by contrast, we must invest in wildlife and habitat protection measures, pollution control and more sustainable use of the Earth’s resources to ensure that there is a reasonable chance for both humanity and the rest of Nature.

This dynamic tension is apparent when the policy setting debates occur within IUCN, when a range of organizations apply for membership, and most frequently during our global get-togethers. The IUCN Congress is when members are centre stage. Here we can shape the Union’s policy and provide direction to the Council, Director General, the Secretariat and possibly even the donors. Yes, it should not be forgotten that donor countries and foundations fund some 80% of the work of IUCN. The dues paid by members only go some way to paying for IUCN’s activities. So, if we members want greater influence, perhaps we should find ways to partner with other members, Commissions and the Secretariat in developing initiatives that donors want to fund.

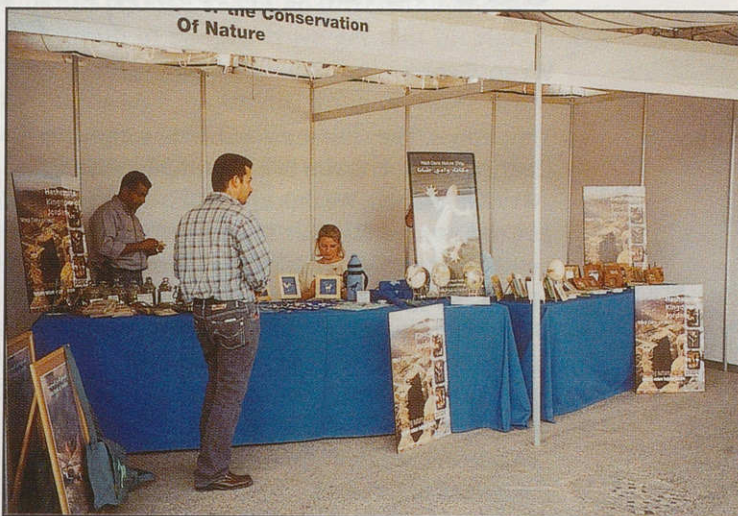
National and Regional Committees

Unfortunately the huge cost and logistical complexities of our Congresses mean that many members are unable to attend, and the Congresses are held only every three to four years. This is the reality of IUCN, and so there has been some investment in strengthening National Committees and establishing Regional Committees. While this is a welcome initiative since 1996, the success of these “intermediate structures” is dependent on support from their Regional Councillors and the Secretariat and the active participation of members.

The National and Regional Committees provided good input to the various background documents and working drafts of the Membership Guidelines over the last three years. They have also been



REGIONS



Jordan’s Royal Society for the Conservation of Nature (RSCN) – the oldest and largest IUCN member in Jordan – was involved in many aspects of the Congress, from recruiting volunteers to organizing an impressive and much-appreciated excursion programme for participants. Pictured: the RSCN exhibit in Amman.



Save the dugong! A Japanese NGO makes its pitch.



COUNCIL

important forums for members to prepare their input to the Amman Congress. At the national level, many of these Committees have made effective contributions to various regional and national debates.

And yet, this success comes from the enthusiasm of key members, Regional Councillors and IUCN staff, with very little financial support from IUCN core funds. I believe that this is not sustainable, and that the Union must provide adequate funding to the Membership Focal Point network established in 1999 as well as resources to Regional Councillors.

Future directions

Members are central to IUCN; they provide IUCN's political legitimacy. The Commissions and Secretariat are the basis of IUCN's technical reputation. To achieve our Mission, all three components must work together more effectively. However, for many of us our membership in IUCN is a passive affair;

we pay our dues, get our newsletters and attend the occasional meeting or Congress.

The last four years have seen improved opportunities for greater engagement by members; but opportunities must be acted upon and supported, if change is to be achieved. The Membership Guidelines and the accompanying Implementation Plan will help provide direction to all of us to achieve a more effective Union. Ideally, they will contribute to effective partnerships so that the diversity of practice within the Union strengthens our unity of purpose.

Diane Tarte is the National Coordinator of Australia's Marine and Coastal Community Network and former Executive Officer with the Australian Marine Conservation Society, an IUCN member since 1990. As a Regional Councillor she was Chair of the IUCN Membership and Constituency Development Committee of Council.

COUNCIL: *Challenging the time zones*

Wren Green

Time zones. They take on a whole new meaning for Council members who live continents and oceans away from Gland. We line up, bleary-eyed for lunch at Council meetings in Gland, conscious that our families are either fast asleep, contemplating sleep, or just waking up, depending whether we come from Oceania, East Asia, or the Americas respectively. I envy Pierre Hunkeler, the Swiss Councillor, who only has to hop on a local train, and the other Europeans with their short-haul travel!

Our time zone differences mirror other more important differences within Council. Differences of language, culture, meeting protocols, life experiences, and priorities for conservation and sustainable development. Still, Councillors have the collective responsibility "...for the oversight and general control of all the affairs of IUCN" on behalf of the members of the Union who elected them. This is a major responsibility, not to be taken lightly. Somehow, each Council is expected to transcend the differences that may act to divide its members and work for the common good of the Union.

What constitutes the 'common good' of the Union is changing, and probably always has been. However, it seems to me that these changes have been more substantial and rapid in the last decade of the Union's existence. So 'time zones' is also a metaphor for changes in the focus over the time zones of the last few Councils.

At the Buenos Aires General Assembly in 1994 members said "Decentralize and regionalize!" That process got underway with David McDowell as the newly appointed DG Between 1994 and 1996, the Council and members took on the major task of

revising the Statutes, in part to recognize these structural changes.

When I was elected to Council in 1996, with the Statutes Review out of the way, there were new priorities. Getting a policy on membership sorted out – for the first time – was one of them. That was a big task for a few dedicated Councillors and I was pleased to see their hard work pay off at Amman.

The 1996–2000 Council, like its predecessors, had to grapple with the unsatisfactory relationships between the members, Secretariat and Council over the development of the IUCN Programme. In practice, the Congress must adopt each Programme before it can be implemented. Council then monitors progress on a yearly basis.

This gives an illusion of control by the members. In reality, members and Council had little involvement in the development of the Programme. The adoption process at General Assemblies and the first Congress was largely a rubber-stamping exercise. To add insult to injury, the linkage between Programme-related motions adopted at Congress and the actual Programme was very poor and a source of frustration.

Added to this was the blowout in the number of motions that the Montreal Congress had to deal with. How to control the motions, while retaining members' rights? Sir Martin Holdgate proposed a new process for the timing of motions, which was a useful start. The last Council also sought to track the fate of resolutions by calling for a detailed report on what follow-up action had been taken on each one. This was of some use but reporting improvements still need to be made.

On the more substantive issue of how the Programme is developed, the last Council made major progress. The Programme Committee of Council worked with the Secretariat to develop a far more inclusive process for developing the Programme. We tried, with some success, to get Programme issues from members into the draft Programme instead of leaving them to blow in the post-Congress wind. The Programme also needed, and now has, a new structure; it is more strategic and focused on results. What a pity the Congress schedule meant that so few members saw the Programme presentation by Richard Sandbrook and the process behind its preparation!

And looking ahead? On my agenda I'd love to see Council develop its own strategic plan for the next few years – to identify a few major priorities and devote its collective energy to achieving tangible results. The obvious one is to pick up the major challenge passed on from the last Council – improving the governance within the Union. We need to identify a vision for good governance, identify what the priority issues are, develop clear proposals to address them, and then the practical steps to implementation. Achieving these tasks will require an involvement and commitment across the whole Union and willingness to implement the outcome. So look for a 'task force' emerging from Council to start the work on governance.

Some of the other issues are part of the governance debate and also a logical development of the regionalization process. What is the role of Councillors at the regional level, given the increase in activity there? With the creation of more national committees (now about 27) how should these be interacting with regional structures and with Councillors? The greater regional involvement in the delivery of the IUCN Programme also raises issues,

not only about how to involve members in Programme preparation, but also the respective roles of national committees, regional forums and the Secretariat in the process. Might regional forums take on decisions normally the preserve of Congress?

A positive new challenge is: how do we best use our new status as Observer to the United Nations? What use could we make of the IUCN expertise around the regions, and amongst past Councillors, to make an effective contribution? How do we prioritize the issues for the Union's input and how do we standardize IUCN policy positions between meetings of the Congress?

These are all exciting and positive challenges. A stronger, more effective Union will emerge if we make the effort to improve our performance and more fully utilize the unique strengths we already have. I'm looking forward to the next three years. Council will start its next life with a two-day retreat before the usual three-day Council meeting. This gives us the opportunity to get to know one another and build trust within this diverse group of people. If we get that bit right, Council will be more effective and achieve some great things for the Union. Bring on those time zone changes, I can hardly wait!

I'd like to dedicate this contribution to the memory of Bing Lucas, a fellow New Zealander, much loved within and outside IUCN. Bing served IUCN for 32 years, including stints as Regional Councillor and Chair of the Commission on National Parks and Protected Areas. Bing died suddenly of a heart attack in December 2000 while out hiking with his family and grandchildren.

Wren Green is IUCN Regional Councillor for Oceania.



DONORS

DONORS: *A donor's-eye view of the Congress*

Philippe Zahner

Amman was my first Congress, so my impressions are quite independent of what may have happened in the past. Thinking back to Amman several weeks afterwards, I can see some ways the Congress fulfilled its purpose, and some in which it fell short.

But what did the donor agencies take away from the event? Of course, the Congress was useful to us in giving an opportunity to meet a broader range of IUCN members!

I believe that my fellow donor agency representatives would agree that certain Interactive Sessions were interesting. I personally found the sessions on environment and security, food security, climate and genetically modified organisms (GMOs) particularly informative. These Interactive Sessions

proved to be fertile ground for new ideas, and thus fulfilled a major purpose of the Congress.

As donors, we were also very interested in the debates on the new Programme and the discussions around the governance of the Union. But we could not find much of a link between these debates and the resolution process. Obviously, the issues raised in the resolution process are clearly more of a traditional nature (for IUCN!). For the members, it seemed to us that the classical conservation issues were more interesting than the Programme – and Governance-related matters.

I did get the impression that the Union still has some way to go before it has fully integrated resolutions into its programming process. We were told



DONORS

that part of the reason was that many of the motions came in with too little time to be filtered systematically according to their pertinence to the Programme. I presume the Union will be working in the meantime to address this problem. It seemed to me, however, that the Secretariat is on the right track with regard to streamlining the resolutions process. The challenge for the intersessional period will be to incorporate and address the resolutions within the new Programme framework without leading to a more unfocused Programme.

Is the Congress worth the trouble?

With regard to governance, there were many discussions before Amman about whether the Congress was worth convening and about strengthening national and regional forums, at least in some of the regions. But no debate was held during the Congress itself about these ideas. Was this a missed opportunity?

Congress sponsorship

The Amman Congress could not have been held without generous grants from more than 30 sponsoring organizations. These not only enabled members to participate actively in the Congress, but also contributed to the Interactive Sessions and many other important parts of the World Conservation Congress. For a full list of sponsors, see <http://iucn.org/amman/>

One reason donor agencies attend a Congress is to meet with members, but the question is whether the World Congress is the best place to do this. I am not sure that the members present at the Congress are very representative of the membership in the regions, because it is a major expense and investment of time for them! Furthermore, due to the necessity to address the issues at the global level, the discussions are sometimes very general and do not always give us the information we are looking for. In fact, regional and national meetings tend to deal with the issues that concern us in more detail. They certainly tend to be more representative than the World Congress. And they are closer to the ground, where the problems they discuss are tackled.

So what can we do to ensure that the Union increases the efficiency of its Congresses, and maximizes the return on its huge investment? That's difficult for an outsider to say, but I do believe the worst choice would be *not* to make a strategic choice and go on investing huge means into making big events out of both regional and global members' forums. This question needs probably to be looked at from the perspective of the new ambitions that IUCN has set itself as an organization for the future.

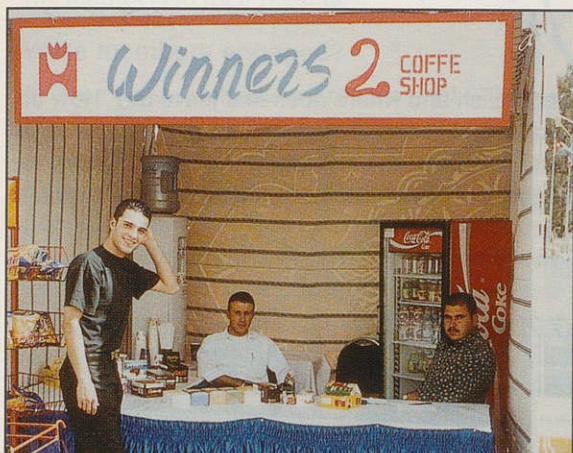
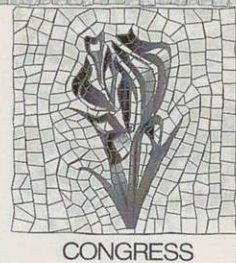
Philippe Zahner is Senior Officer for Natural Resources and Biodiversity at the Natural Resources and Environment Division of the Swiss Agency for Development and Cooperation, Federal Department for Foreign Affairs.



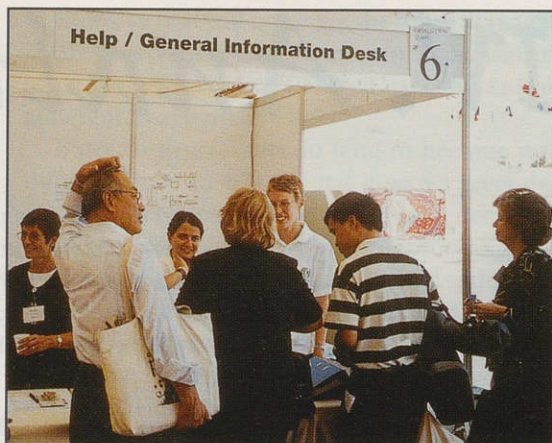
Reuters Foundation Trustee Stephen Somerville presided over the presentation by Queen Noor of the Reuters-IUCN Media Awards for excellence in environmental reporting to nine regional winners and one global laureate. For more information, visit <http://iucn.org/reuters/2000/trophies/html>. The logos of the Congress sponsors were prominently displayed behind the podium in the Plenary Hall.

IUCN/NIKKI MEITH

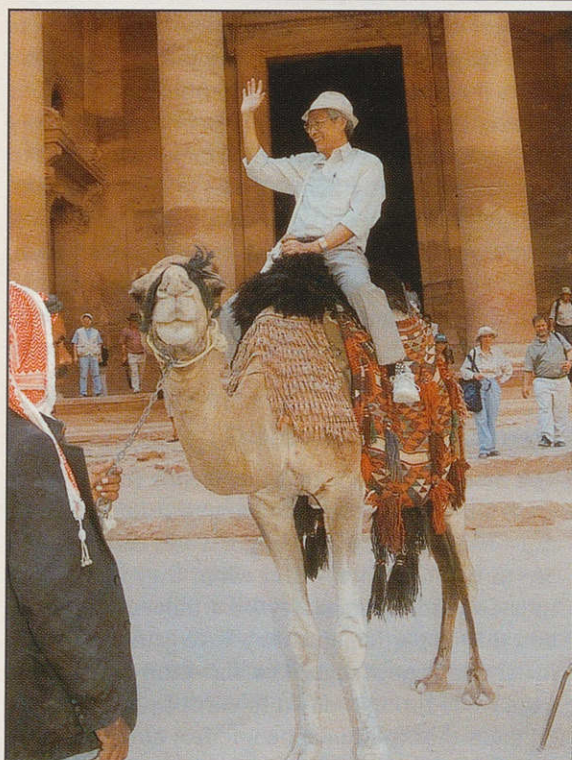
Congress snapshots



IUCN/NIKKI MEITH



IUCN/NIKKI MEITH



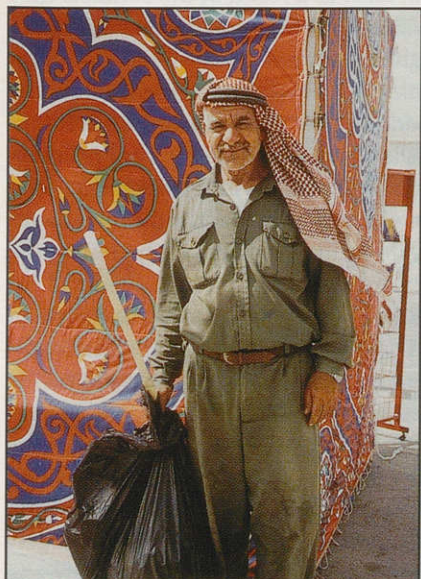
MOHAMMED ZAKOR



IUCN/NIKKI MEITH



IUCN/NIKKI MEITH



IUCN/NIKKI MEITH



IUCN/NIKKI MEITH



ANALYSIS

IV. Analysis

What did the Congress accomplish and where does that leave us? How do we know? Did we communicate effectively? Was hosting the Congress of benefit to our Jordanian hosts, or just a big headache? Some initial answers appear on the following pages, but the process of evaluating the Congress will last for many months.

The importance of a Congress

Martin Holdgate

What should a World Conservation Congress do? And how far did Amman succeed in reaching those ideal goals?

An IUCN General Assembly has always been a unique event. Despite the mushroom growth of global environmental meetings on almost every conceivable topic, our Congress is still the only global forum for the conservation world. It is unique in bringing representatives of Governments and NGOs together with individual Commission members whose allegiance is solely to their professional disciplines.

A Congress has to be a time of renewal. It is, inevitably and rightly, a great diversity of meetings-within-meetings, but they need to interlock to form

a coherent whole. At the formal level, the members need to give real, enthusiastic endorsement of the plans for the Union for the coming three or four years. At the less formal level, they need to go away feeling that their own individual missions have been boosted and strengthened by the collective debate. Delegates and Commission members need to feel re-invigorated in their commitment to conservation. They also need to go home convinced, should they have doubted, that belonging to IUCN is truly worthwhile. For this to happen (in my view) certain conditions must be fulfilled.

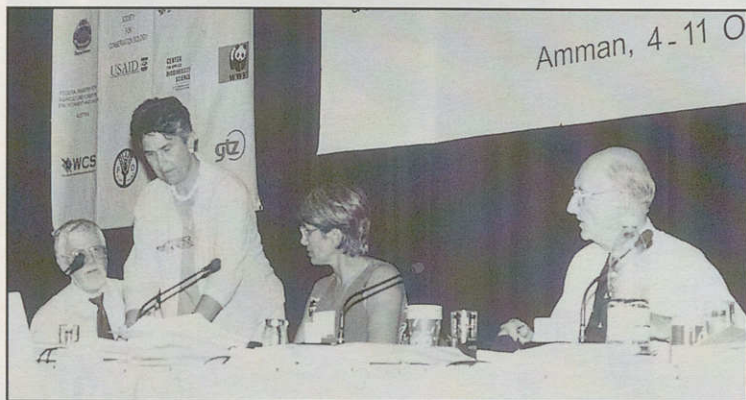
Were priorities addressed?

The first condition is that the agenda for the Congress must truly reflect participants' priorities. They must feel that the real needs of world conservation are to be addressed – and when they leave, they must feel satisfied that they were, indeed, addressed and that as participants they have gained valuable insight and knowledge. The big vision needs, however, to be brought down to earth by practical exchanges that will make people feel empowered to do better – not least as a result of the contacts they have made and the information they have gained.

We are (rightly) reminded that IUCN is a membership organization. But it only works if belonging to it confers added power and stature on all the components. This is where the leadership of President, Council, Commission Chairs and Director General come in. Members do not want top-down dictation, but they do want to feel that at the hub of the Union there is organizational strength and real expertise. Here the IUCN Secretariat has an essential part to play. They are the permanent professionals operating the organization. They have to provide the linkages, the information sources, and the facilitation. Their role is complementary to that of the Council. Electing a Council is one of the key tasks of a Congress, but the serving Councillors and those seeking election should, in my view, have a largely listening role during a Congress itself, where the

From the perspective of a veteran of quite a few IUCN General Assemblies and the last Congress, one of my main impressions was that the governmental and NGO members of IUCN are now getting better at working together and focusing on common agendas. There seems to be a greater degree of mutual trust and respect between the two "houses", which should be beneficial to conservation.

– Sandy Phillips, WWF International



Steve Edwards, Head of the resolutions process, IUCN President Yolanda Kakabadse, Resolutions Committee Chair Angela Cropper, and Sir Martin Holdgate get ready to lead a discussion of the motions.

President and Director General have centre stage. Councillors come into their own between Congresses both in Gland and as points of contact with the members in their regions.

Were members engaged?

In Amman some things went very well. The new Programme is an immense improvement on its predecessors – all credit to Richard Sandbrook and his team, and to Bill Jackson and other Secretariat members who worked so hard on it. But we did not really have a fertile debate on the Programme: there was no ferment of ideas. Indeed the hall was more than half-empty for several key technical discussions. Did people think it did not matter? Did they feel that there was too much socio-economics? And the special Interactive Sessions also seemed to me to lack fervour and creativity (I may have missed the best ones, of course). Moreover, while the 'set piece' panels in Montreal were dominated by the established (and senescent) 'great and good', and tended to talk down to the audience in consequence, the presence of world names did lend a certain stature to the event. In Amman that role was filled by Maurice Strong and other distinguished visitors – but their Earth Forum was parallel to the Congress rather than an integral part of it, and it may indeed have reduced the visibility of IUCN and the Congress itself.

Motions: were science and policy lacking?

One of the tests of Amman was how we handled the resolutions and recommendations. I came away deeply impressed by the amount of effort that Angela Cropper, Steve Edwards and their colleagues had put into the process. The contact groups certainly succeeded in thrashing out contentious issues that would otherwise have taken hours of plenary time. My worry is, however, that by narrowing the debate to the passionate, the calm voice of disinterested science may have been muted. Some of the motions we adopted seem to me to be deficient in their science or questionable as expressions of IUCN policy. But if delegates who were not part of the contact groups challenged their output in plenary, on grounds of fundamental science or policy, the whole process could have been derailed. We need to think a bit more about the process before we meet again.

Has the Union lost coherence?

The Amman Congress was wonderfully organized by our most generous Jordanian hosts, and we all came away deeply grateful to them. Yet I have to admit that I was also left with a nagging feeling of disappointment. I missed both the ferment of ideas and the sense of family I detected in Montreal, and even (despite the controversies) in Buenos Aires. One reason, I suspect, was that our hotels were so widely scattered. Another was the scatter of meeting

facilities, so that you never got the sense that nearly 2000 conservationists were in town, addressing the same business. But is IUCN itself less close-knit and coherent than it used to be?

Bigger organizations do tend to become more diffuse. Since 1996 IUCN has grown a great deal, and the process of regionalization and decentralization has advanced. I support this process, and do not take the gloomy view that it carried within it the seeds of inevitable fragmentation. But I left Amman feeling that while the building up of the regions is right, and reflects great credit on those who have led the organization since 1994, the Union would not remain what it should be unless resources also go into maintaining a strong centre, staffed by a creative, respected, professional Secretariat. Without that, the Commissions, the Regional Offices and the individual members will not find it easy to pull together.

No wheel works, after all, unless hub, spokes and rim function as a well-designed whole.

Sir Martin Holdgate was IUCN Director General from 1988 to 1994. In Amman he represented the Zoological Society of London, a non-governmental member of IUCN, and served as Chair of the Programme Committee.



ANALYSIS

Spanning the digital divide

The new IUCN Quadrennial Programme includes a challenge to the Union to further improve its work in information management – essential for harnessing the expertise of its 10,000 Commission members and making its diverse project and policy experience accessible to members and the wider Union. By further developing biodiversity conservation information systems on threatened species, ecosystems, environmental law, protected areas, etc., IUCN will contribute immeasurably to a comprehensive global knowledge network of global and regional information systems.

The Union, with its feet firmly on both sides of the digital divide, is well-placed to help bridge the gap between 'technologically advanced' and 'technologically advancing' societies.

In Amman we were called on to apply the latest information technology to a singularly challenging situation, requiring a system that could register and track delegates, process the volumes of information being generated by the Congress, and link more than 2000 participants and journalists to the rest of the world. In spite of the usual setbacks, the system worked.

The success of this technical adventure has symbolic importance for IUCN, which considers information and knowledge management a cornerstone of the global Union of the future. Many of our development partners and donors are beginning to recognize that providing access to an information and knowledge infrastructure is an important means of empowering civil society organizations, and particularly IUCN members in developing countries.

– Jean Thie, Head of IUCN's Information Management Group



ANALYSIS

The elephant in IUCN

Ricardo Carvalho

One comes away from any IUCN event wondering if the Union is really getting its message across.

I told my journalist friends back in Brazil that I had spent 12 days in Amman, Jordan, working like crazy to cover IUCN's World Conservation Congress – a meeting that gathered over 2000 participants related to environmental activities. I explained that IUCN is an organization founded in 1948, with more than 900 members world-wide, including governments, NGOs, academic and private institutions – practically an “environmental United Nations”.

Best-kept secret

Their astonished reaction was: “IUCN who? Never heard of it.” It was my turn to be astonished. I hardly knew how to respond to this reminder that IUCN is often called, by those who know it, “the best kept secret in conservation”.

It seems a pity, and an enormous waste of talent and energy, that IUCN should be so shrouded in obscurity. Indeed, the Union has played an important part in the history of environmental conservation. Here, for instance, sustainable development as a new economic paradigm was debated as long ago as the early seventies. IUCN was an important world-wide network long before we had heard of the Internet. The Union's members have always had a special aura about them, a certain kind of idealism found nowadays only in environmental circles, where “eco-warriors” can envision a bright utopia for our new century and experience the joy of fighting for a cause that enjoys planetary support!

When did this become crystal clear to me? In Amman, during our daily and relentless coverage of the Congress.

We were trying to capture the spirit of the Congress by producing two videos on-the-spot, from impromptu interviews with the participants. These, along with a previously produced film, were the idea of Frits Hesselink, the former Chair of CEC. Samla Mesquita (a Brazilian journalist) and I made up the editorial team, supported by a local studio whose owner, a young and efficient producer by the name of Khaled Abdel-Jabbar, not only took our project on board but worked beside us day and night to finish on time. Thanks to his patience with our exasperating perfectionism – quite inappropriate given our timeframe – the closing video arrived at the conference room 10 minutes before the Closing Ceremony.

All's well that ends well. We were rewarded by the thrill of a standing ovation after the video's presentation. The audience was delighted, and clearly felt that the video reflected the spirit of the meeting and the solidarity and friendship that are IUCN's trademarks.

As for telling the whole story of IUCN – that's a more difficult proposition.

What is this amazing institution that gathers scientists, environmentalists, academics and governments; that publishes highly relevant works; and that is the creation of so many people throughout the world? To me, it's an elephant: unaware of its strength, it does not occupy the position to which it is entitled.

But beware: when this creature realizes its power, its relevance and its capabilities, and finally understands its responsibility to communicate to the world what it does and represents, then stand aside lions, tigers, rhinos and... pandas!

Ricardo Carvalho is a Brazilian journalist, and member of CEC. He is the creative director of a video and documentary production company, and as a communication strategist is President of the Co-Mam – Ecology & Communication, the first NGO specialized in environmental information. E-mail: ricardo@meioambiente.org.br



The IUCN Publications Unit prepared a room-sized exhibit giving an overview of the Union's Programmes and publications.

To order a copy of the Congress video or the CEC video, contact cmt@iucn.org

Getting the message out

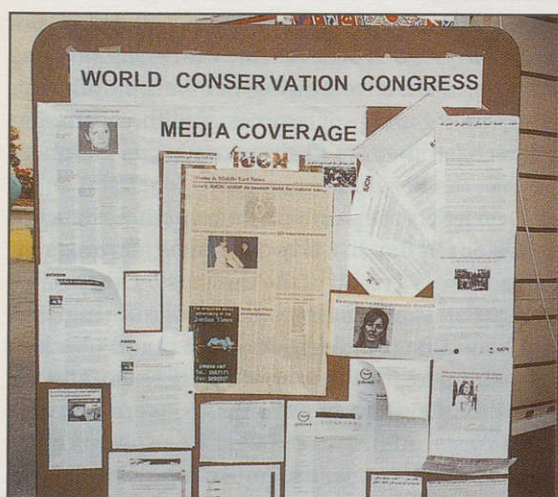


ANALYSIS



IUCN/NIKKI MEITH

Ricardo Carvalho and his team interview participants for the Congress video "Friends Forever".



IUCN/NIKKI MEITH

Media coverage of the Congress was intensive in Jordan despite the shocking news that conflict had broken out just across the border.



IUCN/NIKKI MEITH

Wherever IUCNers travelled in Jordan there were banners announcing the themes of the Congress.

Global Youth Reporters

On 10 October, IUCN launched its Global Youth Reporters Programme, a centerpiece of its Global Biodiversity Youth Awareness Campaign. Twelve 17-year-old trainee reporters from around the world and seven young Jordanians attended the Congress and prepared thematic feature stories dealing with various aspects of the environment. H M Queen Rania has committed herself to serving as a patron of IUCN's youth awareness programmes, especially the Youth Reporters Programme. A special website has been created for this project:

http://iucn.org/info_and_news/gyrp.



IUCN/NIKKI MEITH



ANALYSIS

Members give the Congress a passing grade

Nancy MacPherson

In Amman, the Union's Monitoring and Evaluation team undertook an on-the-spot evaluation of the Congress for the first time.

This process, held at the request of the IUCN Council, senior staff and Congress organizers, had several objectives: to look at ways to improve future Congresses, to provide our donors with a better level of accountability, to enhance fundraising efforts, and finally to give IUCN staff some experience in evaluating a large and complex event.

We gathered data from a variety of sources: 150 interviews with participants, 305 participant questionnaires, 579 Interactive Session questionnaires, interviews with 21 former and new Councillors and 12 senior IUCN managers with specific responsibility for aspects of the Congress, and feedback from over 200 staff and volunteers at the Congress and afterwards. We are now following up by collecting case studies on the impact of the Congress in the regions.

The evaluation was carried out by regional and global M&E staff. The findings are presented in the following categories: Overview of Findings; Conclusions and Emerging Issues; Participants' Viewpoint; Council Members' Viewpoint; Senior Managers' Viewpoint; Follow-up Regional Case Studies; Results of the Interactive Sessions; Additional Analyses; and Summary of Staff and Volunteer Operational Feedback.



Some interesting facts

Participant interviews:

- Gender balance was 68% male and 32% female
- 72% of respondents were drawn from NGOs and 28% from state representatives
- 67% were attending their Congress for the first time
- 89% represented IUCN members, 9% were Commission members, 8% were observers

Questionnaire responses:

- 48% of respondents were heads of an IUCN member organization delegation
- 40% were members of an IUCN member delegation
- 3% were Council members
- 5% were Commission members
- 5% were Partner Organization observers

What the participants thought

Overall, our findings show that the Congress met the expectations of participants. Most thought the Congress was at least reasonably well organized, although about a third expressed some concern about logistics.

Their single most important reason for attending was to exchange information and network with others with similar interests. Most agreed that the Congress provides an opportunity to learn about the IUCN Programme, but many would like to learn more. They were divided over whether they had adequate opportunity to participate in the consideration and approval of the Programme, although their support for the approved Programme is broadly based.

They viewed the election and resolution process as fair and transparent – evidence that IUCN was a democratically run organization. Two-thirds of those interviewed believed that the resolution process was an effective way for members to influence IUCN policy and programmes, and three-quarters of them felt that the Congress supports members' work in the Regions.

Over half of the participants from whom data was collected felt that IUCN had emerged a stronger organization as a result of the Congress. Others felt it had not or wanted more time to judge the impact.

The evaluation team interviewed and obtained questionnaire feedback from all IUCN statutory regions. While more questionnaires were returned from Western Europe, as might be expected given the size of the European membership, the structured interviews sought to balance this by obtaining interviews evenly from across all regions.

One of the major issues that emerges from the findings relates to the objectives of the Congress. Can an IUCN Congress do everything effectively – provide high-quality networking opportunities for members and partners, exchange lessons and best practices, and conduct the statutory business of the Union, all at the same time, without compromising the quality of these events and encountering conflicting agendas and schedules? This is one of the major issues and questions that the IUCN Council and Secretariat will have to address in the planning of the next Congress.

A full report of the Amman Congress Evaluation is available from the IUCN M&E Initiative at IUCN Headquarters. A summary report will be available on the IUCN website in May 2001.

Nancy MacPherson is Head of the IUCN Global Monitoring and Evaluation Initiative.

Maritta R. von Bieberstein Koch-Weser

We gathered in Amman last October convinced that we must do more and work harder. Our rate of success in reversing environmental decline – so clearly revealed by current trends in global climate and species survival – is simply not sufficient.

Your Interactive Sessions and especially your hard-fought resolutions went a long way towards setting a concrete, achievable, and well-grounded agenda for the coming years. Your achievements in bridging the at times deep divide between different constituencies at the Congress were remarkable.

IUCN was fortunate in reaching key decision-makers beyond its membership, in the private sector. This was especially evident at the Earth Forum, which was most ably chaired by Professor Klaus Schwab of the World Economic Forum, and co-sponsored by the Earth Council and IUCN.

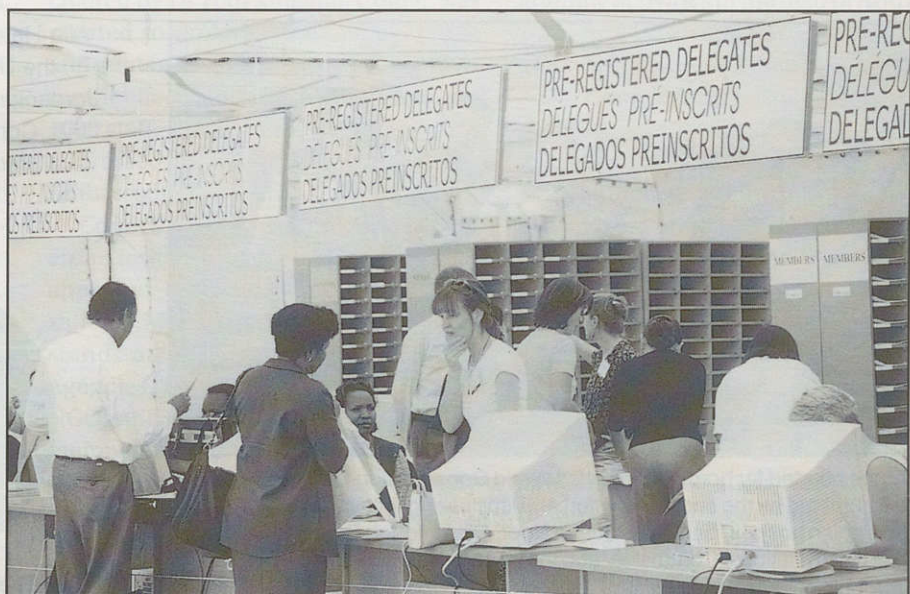
Gateway computers donated

Sadly, while our Congress took place in a peace-loving, progressive country, and while you demonstrated how we could all join hands across the world – regardless of nationality or creed – peace came apart once again in the neighbouring region. If anything, this may have made our resolve so much stronger – to strive for cooperation across the world's Ecospaces, as the theme of the Congress had suggested from the start.

We also must repeat our profound thanks to the many donors and sponsors without whom the Congress and the participation of many of our members would not have been possible.

My very best wishes accompany you and the causes you stand for.

ANALYSIS





ANALYSIS

A great opportunity

Alia Hatough Bouran

On behalf of the Government and the IUCN National Committee in Jordan I would like to express our gratitude for the opportunity to host the 2nd World Conservation Congress. The members of the IUCN National Committee, representing the Government and ten Jordanian NGOs, worked alongside hundreds of national volunteers for many months to make it happen; they did a brilliant job and I am very proud of them.

This Congress meant a lot to the people of Jordan, representing first a chance to get to know more about the cultures, traditions and wealth of experience of the 2000 Congress visitors from all areas of the globe.



One of the 'youth-for environment' initiatives launched in Amman was the 'Street Kids' Journal, produced by young Jordanians (some pictured here with Queen Noor) and distributed throughout Amman.



As we headed for home after our 2nd World Conservation Congress, we felt humbled by the enormous effort and limitless hospitality of our Jordanian hosts, in particular Queen Noor, Alia Hatough Bouran, the Jordanian National Committee, and the hundreds of volunteers from Jordan's conservation NGOs. Thank you all!



Alia Hatough Bouran with Director General Maritta von Biberstein Koch-Weser.

The Interactive Sessions were a brilliant idea for enabling us to share and learn from the experiences of other developing countries. The Congress also gave us an opportunity to look together at the great challenges we face and to assess how well we are meeting them.

I hope that being in Jordan was an equally valuable opportunity for all Congress participants, giving them a chance to experience something of our beautiful country and, perhaps more important, to see first-hand some of the environmental problems confronting us and our Middle Eastern neighbours and how we are trying to combat them.

The close of the Congress was a sad moment, but it was not a time for saying farewell to our many new friends from over the world. We are confident we will see each other again, and you are always welcome in Jordan.

Alia Hatough Bouran is Professor in Ecology at the University of Jordan, and as Chair of the Jordanian National Committee was in charge of Congress organization in Jordan. She has recently been appointed a member of the IUCN Council.



The World Conservation Union - IUCN



The Union's new Council lines up on the steps of the Headquarters building behind President Yolanda Kakabadse (first row, centre).

New Council – new mandate – new challenges

In February the Union's new Council gathered at IUCN Headquarters for their first meeting since the Amman Congress.

At the outset of the meeting, the Council appointed four new Vice Presidents of the Union: Professor Amadou Tidiane Ba, Senegal; Dr Dan Martin, USA; Dr Abdulaziz Abuzinada, Saudi Arabia; and Professor Alexey Yablokov, Russian Federation. Council further invited Dr Alia Hatough Bouran, Jordan; Ambassador Johan Holmberg, Sweden; and Mr Juan Rada to become members of Council, recognizing the special skills which each of them would bring to the governance of the Union. With the confirmation of the membership of the Bureau (the executive committee of the Council), Council thereby completed its structure for the triennium.

Turning to operational matters, Council members strongly supported the re-appointment of the Council Committees which had proved their considerable value over the past four years in preparing the items on the Council Agenda.

Terms of reference and membership were agreed for the Committees on Finance and Audit, chaired by Ms Huguette Labelle, Canada; Membership, chaired by Mr Alistair Gamell, UK; and Programme and Policy, chaired by Dr Wren Green, New Zealand. A fourth and new Committee on Human Resources Policy, chaired by Dr Han Xingguo, China, was created to provide strategic oversight and guidance to Council on strengthening the effectiveness of the Union's nearly 1000 staff. Governance issues are to be addressed by a Task Force chaired by Ambassador Lynn Holowesko.

Council warmly welcomed the Cameroon to State membership of IUCN and approved applications from 24 organizations. Membership of the Union now stands at 79 States, 112 Government Agencies, 692 NGOs, 68 International NGOs and 37 Affiliates, for a total of 988 members in 141 countries. The Comité Colombiano de la UICN was officially recognized as a National Committee.

The budget for 2001 was approved together with the detailed workplans

although Council did note the need to include action on the implementation of the Amman Congress resolutions. Discussions on programme and policy matters were wide-ranging, taking in IUCN's response to the recommendations of the World Commission on Dams; the Union's Strategy for Rio+10, future programme activities in the field of Arid and Semi-Arid Lands and the Vth World Congress on Protected Areas in Durban in 2003. Council further called for a review of IUCN's policy development and approval process, the preparation of an IUCN Communications Policy and Strategy and last but by no means least, the development of a Union-wide evaluation policy to measure the results achieved under IUCN's progressive new Programme.

The three-day formal meeting was preceded by a weekend retreat to build the new Council team, to brief the many new members on their role within the Union's Governing Body and to identify the essential qualities for the new Director General of IUCN.



IUCN/NIKKI MEITH

IUCN welcomes its new Director General

IUCN has announced the appointment of Achim Steiner as its new Director General.

Brazilian-born and German by nationality, at 39 Achim is one of the youngest people ever to have led the organization. He was educated at Oxford University, and spent much of his career in the Southern Hemisphere (Latin America, Africa and Asia).

During his time with IUCN's Global Policy Unit in Washington in the mid-1990s, he moved the organization onto a new level of cooperation and partnership with international agencies such as the World Bank. Before this, he greatly enhanced the work of IUCN's Southern Africa Regional Office, developing support programmes to government agencies and NGOs in ten countries.

In his most recent assignment – as Secretary General of the World Commission on Dams, based in South Africa – he brought together the public sector, civil society, and the private sector in a global policy process on dams and development. The three-year consultation process he led resulted in the global launch last November of *Dams and Development: the Report of the World Commission on Dams* to widespread media attention and political acclaim.

Russia forest project

On 14 February 2001 IUCN and the Canadian International Development Agency (CIDA) launched a new joint Russian-Canadian project Building Partnership for Forest Conservation and Management in Russia. The project will be implemented over 36 months Russia-wide: Moscow, St. Petersburg, Caucasus, Altai, Lake Baikal region, Kamchatka and Sakhalin.

Global warming and biodiversity

The Union held a workshop of experts on 19–21 February to identify the implications of global climate change for biodiversity. The meeting coincided with the release of a report of the Intergovernmental Panel on Climate Change (IPCC) which describes how recent climate changes have already affected many biological and physical systems.

Mediterranean centre

The agreement between the Spanish Government, the Regional Government of Andalucía and IUCN to establish a Mediterranean Office in Malaga, Spain, is now formal. The centre will help IUCN provide a forum and a service to its 160 Mediterranean members and to its partner organizations, within the framework of the Malaga Mediterranean Programme designed in 1997.

'Biodiversity is life' website

On 15 December 2000 IUCN launched an innovative public website designed to raise awareness of the urgency of the global species extinction. Entitled 'Biodiversity is life', and sponsored by Volkswagen France, the site is devised to allow a wide audience to access vital information on the conservation of biodiversity: <http://iucn.org/bil>

Fond farewells

In recent months the Union has lost many of its friends and colleagues:

David R. Brower, first Executive Director of the Sierra Club – an IUCN member since 1956 – and founder of Friends of the Earth and Earth Island Institute, helped to create and preserve national parks throughout the western United States.

Danny Elder worked to further global marine conservation throughout his professional life. An organic chemist, oceanographer and marine pollution expert, he was IUCN's Marine Officer from 1985 through 1995, before which he coordinated the Kuwait and East Asian Seas action plans for the UNEP Regional Seas Programme. Most recently he was a technical advisor to IUCN's WESCAN Marine and Coastal Zone Management Programme.

Mme Mady Harroy was closely involved with IUCN in its early days, when her husband, Jean-Paul Harroy (1948–1955), served as IUCN's first Secretary General and Chair of the National Parks Commission. In 1998 she attended the Union's 50th Anniversary in Fontainebleau (see *World Conservation* 1/99).

P.H.C. (Bing) Lucas, an IUCN Member of Honour, worked with IUCN for more than 30 years, mostly in leadership roles for the Parks Commission (now WCPA). He was a Regional Councillor for Oceania and served on the Steering Committee for two World Parks Congresses. Earlier in his career he led the development of New Zealand's national parks and reserves system. Many of Bing's colleagues wrote moving tributes for posting on the new WCPA website: <http://wcpa.iucn.org/wcpainfo/people/lucas.html>

Théodore Monod was a founding member of IUCN and honorary member of IUCN's French Committee. Mr. Monod, an illustrious scientist and explorer, represented France on IUCN's Council from 1952–1958 and from 1964–1970. A tribute by Alain Gille can be found on the IUCN website.

Darrell Posey, Director of the Programme for Traditional Resource Rights at Oxford's Mansfield College, was an outstanding scholar and activist in human rights and sustainable development. Darrell was the Founding President of the International Society for Ethnobiology (ISE), and the Executive Director of ISE's Global Coalition for Bio-Cultural Diversity, under whose auspices he established the Working Group on Traditional Resource Rights. He received the Sierra Club's Chico Mendes Award and was named to the UNEP Global 500 Roll of Honour.

COMMISSION ON ENVIRONMENTAL LAW

Arab centre launched

The director and a legal officer represented IUCN ELC at the inauguration of the Arab Regional Centre for Environmental Law (ARCEL) on 29–30 September.

A conference on "Teaching Environmental Law in the Arab World" took place before the opening ceremony of the Centre. CEL Steering Committee members as well as other CEL members shared information about how environmental law is taught in other regions.

COMMISSION ON EDUCATION AND COMMUNICATION

CEC European Conference

The Conference "From Global Changes to Local Answers – Communicating Biodiversity and Landscape Values in a Changing World" will be held in the Villa Mondragone, Frascati (near Rome), on 23–26 May 2001, and hosted by the Italian Regional Parks Agency and the Lazio Regional Government in association with Tor Vergata University, Rome.

The Conference is being organized by the European network of CEC, ECEE (European Committee for Environmental Education), to explore the widely different perceptions of cultural landscapes and their biodiversity.

For more see <http://info.iucn.org/iucncec/>

SPECIES SURVIVAL COMMISSION

Sturgeon conservation

In February, more than 40 scientists, caviar traders and representatives of government and non-governmental organizations from 11 countries gathered in Moscow to identify priorities and actions for sturgeon conservation.

International cooperation is considered a critical component of any plan to conserve these migratory fish.

"The priority problems to address include poaching and illegal trade, low

efficiency of aquaculture and re-stocking, and a lack of international and regional cooperation for sturgeon conservation," says Dr Mohammed Pourkazemi, Chair of the IUCN/SSC Sturgeon Specialist Group. "Attention should be directed at threats posed by dams, mining, pollution, and the lack of reliable stock assessments, adequate legislation and enforcement effort. There is an urgent need to restore sturgeon habitat as well as the various species that are threatened, whether or not they have a commercial value," he added.

For workshop results, see http://iucn.org/info_and_news/press/sturgeon.html

New Specialist Groups

SSC has several new Specialist Groups: for Afrotheria (aardvarks, hyrax, golden-moles, elephant-shrews and tenrecs), Caribbean inland freshwater fishes, global amphibians, iguanas, Southern African invertebrates, and Philippine plants.

See the SSC website for a list of all Specialist Groups and Task Forces with contact details: <http://iucn.org/themes/ssc/siteindx.htm>

WORLD COMMISSION ON PROTECTED AREAS

Announcing: World Parks Congress 2003

The Vth World Congress on Protected Areas will take place in Durban, South Africa in September of 2003, on the theme 'Benefits Beyond Boundaries'.

This will be the first of the once-a-decade Parks Congresses to be held in Africa.

Recent meetings

A meeting on World Heritage and Mining was held at IUCN Headquarters Gland, Switzerland from 21 to 23 September 2000, as part of a process of collaboration in preparation for the next World Parks Congress.

In Amman, WCPA held a two-day members' meeting prior to the Congress to hear reports from WCPA regions, themes and taskforces, a special presentation from the host, the WCPA North Africa/Middle East Region, and an introduction to the new WCPA website.

Together with the UNESCO World Heritage Centre, WCPA organized a two-day workshop in Amman on World Heritage in Danger to hear case studies from around the world.

A WCPA South Asia Regional Working Session was held in Kathmandu, Nepal on 27 February–3 March. Some 80 participants discussed issues of particular importance to the region, and reviewed the 1997 Regional Action Plan for Protected Areas in South Asia which will now be revised.

For more news from WCPA, visit the WCPA website at <http://wcpa.iucn.org/>

For more on World Heritage, see the next issue of *World Conservation*.

World Conservation

(formerly the IUCN Bulletin)

A publication of
IUCN – The World Conservation Union
Rue Mauverney 28
CH-1196 Gland, Switzerland

Tel: +41 (22) 999 0001
Fax: +41 (22) 999 0002
Website: <http://iucn.org>

Editor: Nikki Meith
Contributing Editor: Peter Hulm
Executive Editor: Elaine Shaughnessy
Managing Editor: Deborah Murith

© 2001 International Union
for Conservation of Nature
and Natural Resources

Volume 31, No. 3, 2000/
Volume 32, No. 1, 2001

ISSN: 1027-0965

Cover concept: L'IV COM Sàrl
Design/layout: Maximedia Ltd.

Produced by:
IUCN Publishing Division
Gland, Switzerland and
Cambridge, UK

Printed by: Sadag Imprimerie

Opinions expressed in this
publication do not necessarily reflect
the official views of IUCN
or its members.

Annual subscriptions
(3 issues per year):
\$45 (non-members)
including airmail postage

For subscription information,
please contact:
Cindy.Craker@iucn.org

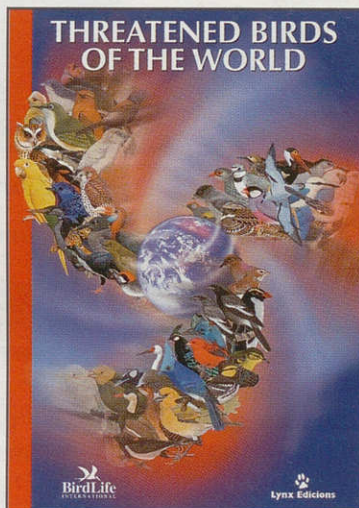
Please address all other queries to:
Deborah.Murith@iucn.org
or at the address above.

Threatened Birds of the World

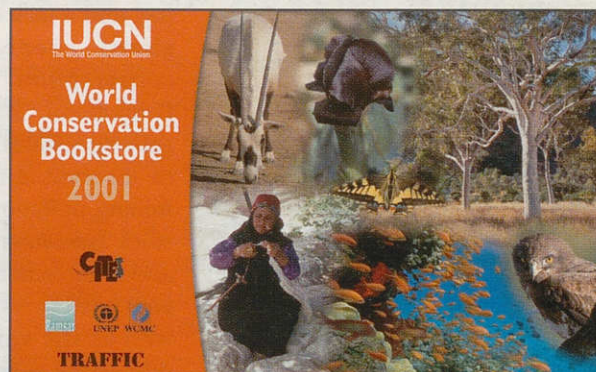
A shocking 1186 bird species risk becoming extinct in the next 100 years. Even worse, 182 of these are Critically Endangered – meaning they could be extinct in just 10 years. Which birds are threatened? What do they look like? Where are they found? Why are they threatened? What needs to be done? *Threatened Birds of the World* provides all the answers.

Species accounts, for each of the globally threatened bird species, include: a location map, a colour illustration, notes on identification, conservation status, up-to-date knowledge on population size, range and trend, notes on habitat, diet and breeding ecology, main threats, present and past conservation efforts and conservation targets. Other information is provided on a further 727 Near Threatened species – the extinction crisis – the use of birds as indicators of biodiversity and in ecosystem conservation. Global analyses show where threatened birds occur, principal habitats, key issues to tackle and conservation action targets.

Published by BirdLife International and Lynx Edicions, 2000, 295 x 210mm, 850pp., colour illustrations, maps, graphs and charts. £59.50, US\$95. Available from Lynx Edicions, Passeig de Gracia 12, 08007 Barcelona, Spain. Tel.: +34 93301 0777; Fax: +34 93302 1475; E-mail: Lynx@hbw.com



Publications are one of the main ways the Union publicizes its message. IUCN issues some 100 publications per year. In addition to those described in detail above, publications prepared for Amman include: *2000 IUCN Red List of Threatened Species* (Order no. B604); *Indigenous and Traditional Peoples and Protected Areas: Principles, Guidelines and Case Studies* (B595); *Financing Protected Areas: Guidelines for Protected Area Managers* (B1011); *Evaluating Effectiveness: A Framework for Assessing Management of Protected Areas*, (B597); *Ecosystem Management: Lessons from around the World* (B609); *A Guide to Designing Legal and Institutional Frameworks on Alien Invasive Species* (B610). See the PSU website for details.



The new 2001 edition of the World Conservation Bookstore catalogue was launched in Amman. Received with enthusiasm by Congress participants, the catalogue contains major publications published by IUCN worldwide, as well as selected titles from our members and partners. Order from: IUCN Publications Services Unit, 219c Huntingdon Road, Cambridge CB3 0DL, UK. Tel: +44 1223 277 894; Fax: +44 1223 277 175; E-mail: info@books.iucn.org; <http://iucn.org/bookstore/>

The Publications Services Unit (PSU) launched its new website in April 2001, featuring an online version of the catalogue and an ordering service for all IUCN titles published since 1948.

A Threat to Life: The Impact of Climate Change on Japan's Biodiversity

Edited by Akiko Domoto, Kunio Iwatsuki, Takeo Kawamichi and Jeffrey McNeely

This book focuses on the relationship between climate change and biodiversity. It opens with general perspectives on the main issues, pointing out the need to take a holistic approach and to urge policy-makers to take action, even when scientific evidence is not always conclusive. Evidence on climate change and biodiversity loss in its historical context is presented, and the impact of climate change on terrestrial flora and fauna and on aquatic life closely examined.

ISBN 4-8067-1217-5, 2000, 297 x 210mm, vi + 162pp. £20, US\$30. Order no. B596

Management of Bleached and Severely Damaged Coral Reefs

S. Westmacott, K. Teleki, S. Wells and J.M. West

A booklet to provide guidance for local stakeholders, managers and policy-makers on appropriate management approaches for coral reefs that have been severely degraded through bleaching or other causes. The widespread bleaching event in the Western Indian Ocean in 1998–99 provides a general case study that will result in recommendations of value to reef managers in all regions.

Published jointly by IUCN (US and EARO), WWF (Sweden and Tanzania Programme Office), and Convention on Biological Diversity Secretariat.

ISBN 2-8317-0545-2, 2000 (English), 297 x 210mm, vi + 38pp., colour photos. £10, US\$15, Order no. B561. Also available in French, Spanish, Portuguese, Bahasa Indonesia, Kiswahili