



IUCN

INTERNATIONAL UNION FOR CONSERVATION OF NATURE AND NATURAL RESOURCES



how it began

how it is growing up

edited by tony mence

PREFACE

At its 7th Meeting (June 1980) the Council's attention was drawn by Honorary President Dr. H. J. Coolidge to the lack of a definitive history of the Union. The Council decided that arrangements should be made for one to be written, taking advantage of consultation with surviving personalities involved in the Union's early development.

It was however recognised that such a task would be lengthy and require financial support beyond the Union's present resources. An interim measure was therefore agreed whereby the historical review prepared for IUCN's 25th Anniversary, published in the IUCN 1973 Yearbook, should be brought up-to-date as a summary history for the information of new members and as a means of stimulating the interest of old ones in assisting the eventual production of a fully-documented definitive work.

This booklet is therefore presented to the General Assembly in the hope of eliciting constructive criticism, new perspectives and additional ideas. Its preparation would not have been possible without the willing cooperation and assistance of many individuals associated in various capacities with IUCN, whose help is gratefully acknowledged. In particular, I wish to thank Dr. H. J. Coolidge, whose generous contribution from his Paul Getty Prize money covered publication and incidental costs; Sir Hugh Elliott, whose text "The First Quarter Century of IUCN: Looking Back and Looking Ahead" has formed the basis for the present work; and all those who have provided valuable information in personal consultation and by questionnaire.

Tony Mence

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IUCN: HOW IT BEGAN, HOW IT IS GROWING UP

Introduction

In virtually every nation, literate and sensitive people are joining millions of other active men and women in a vast effort to redress long-standing wrongs against nature and to prevent further deterioration of our natural environment.

Most of these people are associated in organizations which, together, constitute a mighty potential in the international struggle against ignorance and thoughtlessness, greed and mistaken priorities which have, collectively, brought so much damage to the biosphere and to its myriad forms of life. Some of these organizations are governmental agencies. Some are scientific institutions. Some are private groups interested in limited forms of plant or animal life. Some are international. Some are associations of professional specialists. All have a common objective - conservation.

In October 1948, a large group of these people, through their states and organizations, came together in common cause to unite in an organization now known as the International Union for Conservation of Nature and Natural Resources. Today this Union is unquestionably the most effective non-governmental conservation force operating world-wide.

Although much has been accomplished that can be recalled with pride, today's assaults on the environment of man and on the natural world of which he is a part are of a new order of magnitude and complexity. It is a cliché now to talk of man's survival - or rather the survival of a reasonable standard in the quality of life - but in sober truth the next quarter century will see unparalleled environmental destruction unless men and nations bring a new level of reason and intelligence to bear on their collective problems. Conservation of nature is one of the key battlegrounds on which the conflict rages. Virtually no country is untouched, and there are few hopeful signs that the issues will be resolved soon. IUCN is squarely

in the centre of this conflict, and continually expanding its influence to promote rational attitudes toward the conservation and use of the resources of the biosphere. At no time in its existence has its work been needed more.

In the following pages the development of IUCN is outlined to serve the needs of history, to refresh the memories of those still living pioneers who had such active and important roles in the early struggles of the organization, and for the benefit of those many people - especially the young among us - who tend to feel that conservation is their "thing", a bright and important mission to save the world from the effects of vast technology and countless abuses, a new and worthwhile challenge.

Even though a cursory examination of conservation literature will dispel any thought that conservation is a new idea or a new practice, only in this century has public appreciation of the dangers implicit in over-exploitation and abuse of nature become widespread, and only in the last half of the century have truly significant actions been taken by governments to create world-wide organizations devoted to environmental conservation.

There were, of course, some early attempts at international cooperation, and a few successes such as the 1911 fur seal agreement for the Pribiloff islands and the Convention on Migratory Birds a few years later. But in an era of world wars and public apathy, most of the action was carried forward by dedicated individuals. In courageous, lonely battles against ignorance and privilege, they left their indelible mark: species saved from near extinction, natural wonderlands brought under protection, and a growing ethic that recognizes the place and rights of nature, the biosphere, on the health of which all life depends. Many of the organizations which grew out of the work of these pioneers have become more vigorous and more effective with each passing decade. IUCN, of course, is one of them.

It is said that by some grand design everything has its time and place. This was true for IUCN, which was established in the aftermath of history's most terrible war. The idea of an international organization responsible for protecting natural sites and threatened animal species - of protecting nature from further destruction and misuse by man - fitted into the plans for world-wide reconstruction, and it was logical that the new United Nations organization, through Unesco, should encourage and sponsor such a body.

The Beginning

The new organization, now known as IUCN but then called the International Union for the Protection of Nature, was created out of the full realization by its founders that international cooperation is essential for the achievement of concrete results in nature protection. It came into being formally on 5 October 1948 at a conference organized at the initiative of the Swiss League for the Protection of Nature and convened in Fontainebleau by Unesco and the Government of France.

In a sense, however, it is older by far than its date of constitution would indicate. Extracts from a foreword to the Fontainebleau proceedings written by the Union's first President, Charles J. Bernard, who as President of the Swiss League for the Protection of Nature had much to do with the Union's founding, provide both fact and invaluable insight:

The delegates assembled at Fontainebleau do not claim to have inaugurated International Nature Protection. The idea has been in being for a long time, and I think I shall not be blamed if I mention here only the name of Paul Sarasin, the great Swiss pioneer. He was able to create in his own country a genuine movement in favour of the protection of natural resources and amenities and was the founder of the Swiss National Park. A far-sighted scientist, he soon realised the uselessness of scattered effort, and saw how urgent it was to concentrate this by achieving the international agreement to unify the various existing laws and coordinate the widespread national measures taken to preserve fauna and flora menaced by man's so-called civilization.

In 1913 Paul Sarasin managed to establish a diplomatic instrument* signed in Bern by a certain number of States, and later gaining the adherence of more governments.

The 1914 war seriously hampered the activities of the Advisory Commission thus created, and the enterprise had no active sequence.

Immediately after the war, in 1918, an effort was made to reconstitute the Commission, but other and more urgent matters claimed public attention. However, the seed was sown on favourable ground and might be expected to sprout in time.

*Advisory Commission for the International Protection of Nature. Delegates of 17 nations signed the instrument, and Paul Sarasin was appointed President of the Commission.

Already in 1928 a first attempt was made in this direction, resulting in the establishment of the International Office for the Protection of Nature which is still operative today at Brussels.*

In 1947, ...at Brunnen, a more important Conference was convened, the delegates being authorized this time, either officially or unofficially, to draft a text of agreement. The proceedings took place in a friendly spirit of collaboration and the Conference decided that an International Union for the Protection of Nature was urgently needed; it also suggested that this new organization, to be created in Paris in 1948, should be under the auspices of Unesco. A Provisional Union was immediately set up and the Swiss League was appointed to take charge of its administration.

This was our situation up to July 1947, and the task, as you may easily imagine, was no easy one. The Provisional Union and the French Committee appointed to organize the 1948 Conference met with serious technical and fundamental obstacles, the latter often being the more difficult to overcome. At last the French Government, jointly with Unesco, decided to invite the governments of all countries to send representatives to a Conference which was to take place at Fontainebleau from September 30 to October 7, 1948, to establish the International Union for the Protection of Nature. The Provisional Union was asked to send the same invitation to all private, national, or international bodies concerned with Nature Protection.

*After the First World War, in 1925, P. G. van Tienhoven of Amsterdam was instrumental in founding the Netherlands Committee for International Protection as well as helping to establish a French Committee for the Protection of Colonial Fauna in the same year, and the Belgian Committee for the Protection of Nature a year later. On July 10, 1928, these organizations, together with the International Union of Biological Sciences, founded the International Office for the Protection of Nature at Brussels. This office, which had headquarters alternately in Brussels and Amsterdam, cooperated closely with IUPN and was active until 1956 when its functions were absorbed by the Union. From 1950, the Office was managed by Jean-Paul Harroy, IUCN's first Secretary General, to coordinate the work of the two organizations and to avoid useless repetition and overlapping of functions and powers.

Fontainebleau

On 5 October 1948, meeting in the Galerie des Colonnes of the Palace in Fontainebleau, representatives of 18 governments, 7 international organizations and 107 national nature protection organizations signed the Constitutive Act of the Union.

This Constitution (Statutes) still governs the affairs of the Union. The original Preamble* and Article 1, Objects, as re-drafted from the Constitution approved at Brunnen for the Provisional Union, are reproduced here, in their original form.

Preamble

Whereas the term "Protection of Nature" may be defined as the preservation of the entire world biotic community, or man's natural environment, which includes the earth's renewable natural resources of which it is composed, and on which rests the foundation of human civilization;

Whereas natural beauty is one of the higher common denominators of spiritual life;

Whereas civilization has achieved its present high development by finding ever more effective means for exploiting these resources, and moreover, soils, water, forests, wild life and wilderness areas are of vital importance for economic, social, educational and cultural reasons;

Whereas the time has come when human standards of living are being depressed because natural resources are becoming inadequate for their maintenance;

Whereas this trend may be reversed if people are awakened in time to a full realization of their dependence upon exhaustible natural resources and recognize the need for their protection and restoration as well as for their wise and informed administration in order that the future peace, progress and prosperity of mankind may be assured;

*Drafted by the USA delegation to Fontainebleau.

Whereas "Protection of Nature" is a matter of vital concern to all nations, and the furthering of it is primary concern of no single effective international agency;

Whereas it would be of assistance to various governments, the United Nations and its Specialized Agencies and other interested organizations, if an effective international agency were established for the "Protection of Nature";

Therefore the governments, public services, organizations, institutions and associations concerned with these matters represented at Fontainebleau have hereby established a union known as the "International Union for the Protection of Nature", hereinafter referred to as the Union, and have agreed as follows:

Article 1. Objects

1. The Union shall encourage and facilitate co-operation between governments and national and international organizations concerned with, and persons interested in, the "Protection of Nature".

2. The Union shall promote and recommend national and international action in respect to:

(a) The preservation in all parts of the world of wild life and the natural environment, soils, water, forests, including the protection and preservation of areas, objects and fauna and flora having scientific, historic, or aesthetic significance by appropriate legislation such as the establishment of national parks, nature reserves and monuments and wild life refuges, with special regard to the preservation of species threatened with extinction;

(b) The spread of public knowledge about "Protection of Nature";

(c) The promotion of an extensive programme of education in the field of the "Protection of Nature";

(d) The preparation of international draft agreements and a world-wide convention for the "Protection of Nature";

(e) Scientific research relating to the "Protection of Nature".

3. The Union shall collect, analyse, interpret and disseminate information about the "Protection of Nature". It shall distribute to governments and national and international organizations, documents, legislative texts, scientific studies and other information concerning the "Protection of Nature".

In all, 23 governments and 126 national institutions were represented at Fontainebleau. In one way or another the total number of countries represented was 32. Also present were representatives of the following international organizations: UNO, Unesco, the Pan American Union, the International Office for the Protection of Nature, the International Union of Directors of Zoological Gardens, the International Council of Scientific Unions, the International Union of Biological Sciences, and the International Council for Bird Preservation.

IUCN came into being as a hybrid and it has remained one of the few organizations in the world where delegates of governments and representatives of scientific associations meet on an equal footing. If its broad purposes were optimistic and in the nature of an act of faith, they were clear and necessary as well.

It has been fully shown in the years since Fontainebleau that if there was any one weakness in the organization of IUCN it was the absence of an adequate basis for financing. The objectives as set forth in the Statutes (which have not changed except in details of language which broadened the areas of concern) required a great deal of financial support even 33 years ago. There have been many times since then when the ability of the Union to carry on has been in doubt. But it did, thanks to the work of a number of devoted, ingenious men and generous organizations who found money when it was needed most.

The Union becomes active

The first General Assembly of the Union began on the day of its foundation, for the purpose of electing officers, appointing a secretary general, deciding the seat of the Union, and determining an initial programme of activities for the Union.

Charles J. Bernard was elected the first President of the Union. Vice-Presidents were Harold J. Coolidge, USA; Roger Heim, France; and Henry G Maurice, UK. The Executive Board members named were BÖje Benzon, Denmark; Nils Dahlbeck, Sweden; Walery Goetel, Poland; Henri Humbert, France; Victor Van Straelen, Belgium; J.K. van der Haagen, Netherlands; Jehan Vellard, Peru; Renzo Videsott, Italy; William Vogt, USA; and Jose Yepes, Argentina.

Jean-Paul Harroy, Secretary-General of the Brussels-based Institute of Scientific Research on Central Africa, was named Secretary-General on a part-time basis, and Brussels was chosen as the site for the Union's first headquarters.

On the second day of the General Assembly, the Programme Committee, under the Chairmanship of Victor Van Straelen, enumerated some of the activities to which the Union should devote its first efforts. The following list, from the record of the Fontainebleau meeting, sets out the chief tasks:

1. The constitution and publication of a documentation giving a brief report of the present conditions of Nature Protection in each country, and principally of the means used to educate the masses in the conservation of natural resources.
2. Examination of the working value of the different laws in force.
3. Selection of a type of legislation. Translation and diffusion of this model legislation in numerous languages.
4. Action to induce the competent authorities to ensure that Nature Protection is included in the programmes of teaching establishments at all levels.

5. Production of an extensive documentation on the vanishing zoological and botanical species.

6. Production of a card index of films likely to be useful in popularizing the idea of Nature Protection.

It is interesting to note that over the years the IUCN programme has contained some of these same items, although for some years the concern has been with conservation of nature and natural resources rather than with "nature protection".

The Assembly then heard a report on the Unesco Technical Symposium, held before the Conference, by its Chairman, Roger Heim. It also decided to accept Unesco's proposal that the Union collaborate closely in the preparation of the Technical Conference which Unesco planned to convene in 1949 after the United Nations Scientific Conference on the Conservation and Utilization of Resources (UNSCCUR). In this connection, certain Commissions were constituted, one of which was to study the problem of educating the public on the subject of nature protection. A Nomenclature Commission and a Publications Commission also were formed.

In Brussels the Belgian Government offered quarters at 42, Rue Montoyer, and some financial assistance. A special advantage accruing to the Union was the existence of the fine and quite unique library of the International Office for the Protection of Nature, which had been built up since its founding in 1928, largely through the efforts of its secretaries, J.M. Derscheid, Tordis Graim, W.A.J.M. van Waterschoot van der Gracht and J.H. Westermann. This library was housed in the same building as the Union's working staff, and today parts of it are incorporated in the van Tienhoven Library at the Union's headquarters in Gland, and at IUCN's Environmental Law Centre in Bonn.

Among the first tasks taken up by the new Secretariat was to conclude a specific contract with Unesco (4 November 1948) for the organization of the International Technical Conference on the Protection of Nature which, under the authority of the General Conference of Unesco, was to be held in conjunction with the UNSCCUR Conference.

Early in 1949, a volume of Preparatory Documents was published and the two Conferences were duly convened at Lake Success in August.

The importance of the Lake Success Conference to the new Union was enormous. To a large extent it immediately established the organization as a going concern, and provided major elements of the Union's work programme which are still pillars of its international activity over 30 years later. One of these concerns threatened and vanishing species of fauna and flora. Resolution No. 15 called upon the Union to establish a "Survival Service" to assemble, evaluate and disseminate information on species of fauna and flora that appeared to be threatened with extinction, in order to assist governments and appropriate agencies in assuring their survival. Resolutions No. 16 and 17 dealt with aspects of the same problem, among other things calling for maintenance of documentation and promotion of ecological research to make certain reliable and adequate advice could be given to governments concerned. In March 1950, with the aid of a grant from Unesco, the Union established a Survival Service, adopting the title used in the Lake Success Resolution.

Science and Conservation

Over the years IUCN has continued the practice of sponsoring periodic Technical Meetings at which the scientific aspects of Conservation have been reviewed. With the exception of the first at Lake Success, the second at The Hague in 1951, and the fourth at Salzburg in 1953, these meetings have usually been held in conjunction with the General Assemblies, their total number exceeding the number of Assemblies by one, so that a discrepancy persisted between the consecutive number of Assembly and Technical Meetings until parity was restored in 1977 when an Extraordinary General Assembly was held without an accompanying Technical Meeting.

Although it could be argued that one of the curses of the world of science is an excessive number of meetings, symposia, conferences and workshops held to consider every conceivable aspect of programme activities, - and IUCN has not been immune from such criticism, - the combination and wider spacing of meetings has done something to achieve a better balance. More importantly, however, the Technical Meetings have undoubtedly been enormously productive by focusing the attention of the conservation movement on a series of carefully selected aspects of the growing problems of man's impact on the natural environment.

Consideration of the subject-matter and dates of these Technical meetings gives a good indication of how IUCN's invitations have preceded and helped to stimulate not only scientific interest but also a more widespread popular appreciation of the issues:

1. Lake Success, 1949: Education and nature protection. The role of ecological research in the conservation of natural resources.
2. The Hague, 1951: Rural landscape as a habitat for fauna and flora in densely populated countries. Management of nature reserves.
3. Caracas, 1952: Consequences of the use of fire for agriculture. Protection of endemic species on small islands.
4. Salzburg, 1953: Protection of nature and tourism. Protection of fauna and flora at high altitudes.
5. Copenhagen, 1954: Arctic fauna. Insecticides, herbicides and their noxious effects on mammals and birds.
6. Edinburgh, 1956: Management problems of nature reserves. Rehabilitation of areas devastated by human disturbance. Relationship of ecology to landscape planning.
7. Athens, 1958: Erosion and civilizations. Conservation education. Biological hazards resulting from atomic wastes.
8. Warsaw, 1960: The ecological effects of biological and chemical control of undesirable plants and animals. Ecology and management of wild grazing animals in temperate zones.
9. Nairobi, 1963: The ecology of man in the tropical environment.
10. Lucerne, 1966: Towards a new relationship of man and nature in temperate lands. Ecological impact of recreation and tourism upon temperate environment.
11. New Delhi, 1969: Conservation in land-use planning; soil and water resources, especially in mountain regions; wildlife resources and forestry. Effects of pollution in natural ecosystems. Some aspects of wildlife utilization and management. International Biological Programme: the CT survey of undisturbed oceanic islands; current research in India and its relevance to conservation. Problems of

threatened species. The National Park situation in southern Asia, with special reference to the role, management and economic and social functions of national parks in densely populated non-industrial regions. Environmental conservation education among the population of rural and woodland areas. Creative conservation in an agrarian economy.

12. Banff, 1972: Conservation for development - Environmental quality in a changing world. National and international environmental policies. Ecological multi-disciplinary approach to development planning. Resource utilization and conservation. Management of non-agricultural rural lands. Dynamics of vanishing species and their habitats. Conservation of marine habitats.

13. Kinshasa, 1975: Conservation for decision-makers. Conservation problems in tropical Africa. Zoos and botanic gardens in conservation programmes. International conventions. Public awareness of conservation values. Support for conservation action in countries with major conservation problems but limited financial resources.

14. Ashkhabad, 1978: State of world conservation. Charter for Nature. IUCN's Conservation Programme. World Conservation Strategy. Categories, objectives and criteria for protected areas.

Supplementing or supporting this series of broad reviews of old and new conservation topics, IUCN has convened or sponsored, often with UNEP, Unesco, FAO or some non-governmental international organisation such as WWF, a number of specialised meetings limited by their topical or regional concern. Examples of the latter were the Conference on Conservation of Nature and Natural Resources in Modern African States (Arusha, Tanganyika, 1961), the Conference on Conservation of Nature and Natural Resources in Tropical South East Asia (Bangkok, Thailand 1965), the Latin American Conference on the Conservation of Renewable Natural Resources (Bariloche, Argentina, 1968) the Conference on Productivity and Conservation in Northern Circumpolar Lands (Edmonton, Canada, 1969) and the Central American Conference on the Management of Natural and Cultural Resources (San Jose, Costa Rica, 1974). Similar meetings have addressed the application of a common topical theme, such as the development and use of ecological guidelines, in a regional context. Ecological guidelines for the regional management of tropical humid forests were discussed at conferences held respectively at Bandung,

Indonesia and Caracas, Venezuela in 1975, and for the use of natural resources in dry areas of the Middle East and south west Asia at a conference held at Persepolis, Iran in 1976.

Commissions

In the somewhat heady hours following the signing of the Constitutive Act on 5 October 1948, a number of Technical Commissions were appointed to examine various aspects of the new programme. Some of these could be regarded as ad hoc groups, but three were retained by decision of the Executive Board at its meeting in March 1949. These were the Education Commission, with William Vogt as its first Chairman, the Nomenclature Commission under J. Ramsbottom, and a Publication Commission under Charles J. Bernard.

Of these only the Education Commission was active in any real sense and is, of course, still active today. The Nomenclature Commission was concerned with limited objectives in attempting to secure some uniformity of terminology, in which it was not wholly successful, and the Publication Commission was concerned chiefly with producing official publications, of which there were several of major importance in the early period. Both of these groups have gone out of existence.

In 1951 a fourth Commission was created to handle Public Information. Richard W. Westwood, President of the American Nature Association, was its Chairman. This group was dissolved at Athens in 1958.

Of the Commissions which still feature in IUCN's organization, next in order of age after the Education Commission comes the Commission on Ecology, established in 1954 at the Copenhagen General Assembly as a result of a symposium on the subject held during the course of the proceedings. John Berry of Great Britain was its first Chairman and it had nine members. The aim was to provide an international body of qualified ecologists who would give special attention to the relationship between scientific knowledge and land-use programmes. It was envisaged that this might be achieved by exchange information, encouragement of fundamental ecological research and other activities including the

planning of the Union's major Technical Meetings, aimed at the application of ecology to practical programmes of land management and nature protection. In the course of time the setting up of Specialist sub-committees was found to be a useful development and four were formed, of which those devoted to the study of ecological aspects of landscape planning and the ecological effects of chemical controls became the most active. The former was raised to the status of a Temporary Commission by the Executive Board in November 1966, with R.J. Benthem remaining its Chairman, as he had been for many years, and was made a full Commission at New Delhi in 1969. It was renamed as the Commission on Environmental Planning in 1971, the better to reflect its terms of reference.

As mentioned earlier, the Survival Service came into being as a Union activity following the Lake Success meeting. Within this group its Chairman, Harold J. Coolidge, named a panel of expert advisers which was called a "Commission", although it was not a Commission in the sense in which that term is now used. The Survival Service's responsibility was to deal with the acquisition, analysis and dissemination of information on endangered species*, and to take actions required for their survival. This became a major part of the Union's programme and has, of course, remained so to the present day. The Survival Service was made a full Commission in 1956 at the General Assembly in Edinburgh.

In the early days at Brussels, the association with IUCN of the International Office for the Protection of Nature was particularly reflected in the amount of help given to the Survival Service, in the accumulation and handling of data on endangered species, and in matters pertaining to the legal bases for their protection. Much of the documentation assembled by IOPN was later transferred to Bonn following establishment of the Commission on Legislation.

*At the Third Assembly the Survival Service formally referred its interest in endangered species of birds to the International Council for Bird Preservation.

Accurate, up-to-date information has always been considered by the SSC to be essential and, unfortunately, species over which the threat of extinction has loomed largest have often been those which have *ipso facto* been exceptionally difficult to study. There have been many instances where the collection of fundamental background information - without which it is of course impossible to introduce proper conservation or rehabilitation programmes - has only been undertaken after the status of the species concerned has already become critical. To acquire such basic information before it was too late therefore became a major concern of the Commission in about 1961, and for five years a great deal of effort was devoted to this objective. In 1966, at the time of the Lucerne General Assembly, the Commission was able to announce the publication of the first in the series of volumes known as the Red Data Book.

Published in loose-leaf format, with information presented in the form of short reports under standardized headings, these collections of data rapidly established themselves as the standard reference-books on endangered species. Eventually, 5 volumes were published to deal with mammals, birds (data accumulated by ICBP), reptiles and amphibians, freshwater fishes, and flowering plants. The material was up-dated periodically to maintain reliability and usefulness.

In response to increasing demands by government authorities, the scientific community and the interested public for up-to-date information on the status of threatened species, major improvements have recently been made to the system for data collection, handling and presentation by centralising the compilation operation and providing full-time compilers; and by devising a new method for handling endangered plants because of the enormous number - estimated to exceed 20,000 - of species involved and the need to place greater emphasis on plants than had hitherto been given by conservationists. Much credit for the success of the Red Data Book is due to Sir Peter Scott, who was Chairman of the SSC from 1963 until his retirement in 1980 when, at his suggestion, the Commission's title was changed to the Species Survival Commission.

The Union's interest in National Parks, which goes back to its earliest period and is reflected in many activities, was formalised at Delphi during the 6th General Assembly, in 1958, as an International Committee on National Parks. Its task was to bring more uniformity to the criteria, standards and definition of national parks, about which there was considerable confusion. Two years later, at the Warsaw General Assembly, a 10-member International Commission on National Parks was established under the Chairmanship of Harold J. Coolidge.

This Commission has been involved with many notable initiatives but perhaps the most important has been the preparation of the UN List of National Parks and Equivalent Reserves. In 1959, at IUCN's suggestion, the Economic and Social Council of the United Nations had adopted a resolution requesting the Secretary-General of the UN to organize the preparation and publication of such a list. Much of the work devolved upon IUCN's new Parks Commission and the results were accepted and published by ECOSOC in April 1961, and completed by the publication by IUCN of a Part Two of the List in March of the following year.

The First World Conference on National Parks, convened in June 1962, used the two Parts as the principal background document. The Conference agreed unanimously on the need for United Nations sponsorship of successive editions of the List, and also expressed the view that in the selection of material for future editions certain criteria established by the International Commission on National Parks should be applied.

It was in the light of these recommendations that in 1963 the United Nations requested the ICNP to prepare a second edition of the List. The achievement of this task required three years of unremitting work which was carried out by the then Vice-Chairman*, Jean-Paul Harroy, and his small staff. First published in French in 1967, a revised and illustrated English version of the Second Edition followed in 1971 and an Addendum in 1972. Since 1973, a new formula has been adopted to keep pace with the constantly changing situation, whereby a simple catalogue of the listed areas is published annually. As a complement to the List, the World Directory of National

*Jean-Paul Harroy became Chairman of ICNP in July 1966.

Parks and Other Protected Areas, based on data provided by the Commission, was published in 1975 to give information in a synoptic form on conservation status and conservation action. A new system is currently being introduced for continual updating of this information. The Commission has accepted from Unesco responsibility for advising on the selection of sites for consideration under the World Heritage Convention. Its other main activities include refinement of an area classification system by biogeographic provinces and the development of new criteria for terrestrial and marine protected area categories based on management objectives. The title of the Commission was changed at the 12th General Assembly (1975) to the Commission on National Parks and Protected Areas.

The sixth and last of IUCN's existing Commissions, the Commission on Environmental Policy, Law and Administration, can be said to have had its origin in 1960, when the General Assembly at Warsaw formed a Committee on Legislation and Administration. This Group became a Commission at Nairobi in 1963 under the direction of Wolfgang E. Burhenne, who had been Chairman of the Committee. After the 10th General Assembly at New Delhi and in line with the expanded programme authorized there, the Commission was reorganized into its present form with Lynton K. Caldwell as Chairman. The previous Commission on Legislation then became the permanent Committee on Environmental Law, one of the three major divisions of the Commission.

The Commission has worked in collaboration with the Environmental Law Centre to maintain a reference library of environmental legislation and systems for its application. It has also acted as a monitor on important international initiatives with complex legal issues, such as the United Nations Conference on the Law of the Sea, and has provided assistance and advice in the development of international conventions in which IUCN has been involved.

Early developments

It would be out of keeping with a short review to attempt to catalogue all the Union's activities and specific actions during the past 33 years. However, statements prepared by several of distinguished men who have had major roles in the life of IUCN take note of trends, mention many projects and accomplishments, and bear witness to the continuity and goals.

The first statement, dealing with the early years, is by Jean-Paul Harroy, one of the surviving delegates of the Fontainebleau Conference, and the Union's first Secretary-General (1948-1955), prior to a distinguished career in Africa. From 1966 to 1972, he was Chairman of the International Commission on National Parks, and principal compiler of the definitive Second Edition of the UN List of National Parks and Equivalent Reserves. He serves at the Universite Libre de Bruxelles, and is a Member of Honour of the Union.

The early history of the Union corresponds exactly with the period when it was called IUPN: International Union for the Protection of Nature. This eight-year period ended in 1956. Until 1954, the President was Charles J. Bernard, also President of the Swiss League, who had been the leading personality in Brunnen; he was succeeded by Roger Heim. The Secretariat of the organization fortunately was based in Brussels, and I was able to carry out the functions of Secretary General on a part-time basis. During this entire period, the Secretariat was identified with the well-known personality of Marguerite Caram. Re-elected in Copenhagen in 1954, I unfortunately had to resign the following year when I was appointed Governor of Ruanda-Urundi.

The first steps of the organization were made easier by support from two sides: from Unesco, where four individuals deserve special mention - Julian Huxley, Pierre Auger, Eileen Sam and Alain Gille; and from Belgium, where Victor Van Straelen served as a particularly active and powerful advocate of the Union.

The names of most of the Executive Board members elected at Fontainebleau have not been forgotten. Among them, Harold J. Coolidge, acting as Vice-President, undoubtedly saved the organization from bankruptcy, thanks to grants he secured from the United States during the first years. Another leader who must be mentioned is Walery Goetel, whose death is much to be regretted.

In 1948, the first Board set down the guidelines for the organization's early policy. It was directed, on the one hand, by the Statutes in which the concept of nature protection reflected the concerns of time, and, on the other hand, it was restricted in its ambitions by an annual budget of only several thousand dollars.

To appreciate these early guidelines one must consider the conditions prevailing at that time. There were still very few countries where organizations devoted all their time to the conservation of nature. A few isolated individuals working in universities and museums were launching lonely battles, with little contact among them. There was no international centralized mechanism on which these individuals could rely to overcome their isolation. The first objective which the Board set for itself in 1948 was the establishment of such a mechanism and the promotion of its universal recognition.

Four lines of action were chosen to make this intention clear: to increase the number of international meetings during the first years; to produce as many publications as possible, particularly in relation to those meetings; to promote association, by correspondence, with national and international authorities; to seek immediate financial support for the first projects with which IUPN was to be associated.

During the first years, the activities of the Union followed the four main guidelines. The task of organizing a scientific and systematic approach to conservation problems, as well as the drawing up of a world doctrine on the relation between man and his environment, were left for a later date.

The Union, poor and weak at the start, soon enjoyed the privilege of having its name linked, in collaboration with Unesco, with the organization of a very important international conference, which was held in 1949 at Lake Success, following the United Nations Scientific Conference on Conservation and Utilization of Resources (UNSCCUR). This occasion presented an opportunity for advocates of IUPN to meet again after Fontainebleau. They continued to meet each year; either at the biennial General Assemblies of the organization or, in particular, at the Technical Meetings organized annually: Brussels 1950, The Hague 1951, Caracas 1952, Salzburg 1953, Copenhagen 1954. On each occasion a new book was published - reporting the deliberations of the sessions, helping to publicize the activities of the Union, and strengthening its image as the international forum for conservation of nature.

Between these international meetings and the issue of related publications, the Union concentrated its efforts on two other plans of action: interventions and projects.

Among these activities, we will mention only the initial productive actions of the Survival Service and Education Commissions and the many approaches undertaken with caution - in the beginning especially, a mistake would have been costly - to encourage governments to correct abuses, and to take necessary measures to facilitate in their countries the creation of private organizations for the protection of nature.

As far as the first projects undertaken by IUPN are concerned, these had diverse aims and different sources of funding, although Unesco and the United States were again the two main sources of support. A broad survey formed the basis of the publication of an important volume The Position of Nature Protection throughout the World in 1950. This considerable work was followed by the preparation of the volume Derniers Refuges (Elsevier 1956), predecessor of the United Nations List of National Parks and Equivalent Reserves. The first mission on a world-wide scale was a field trip sponsored by the Survival Service to make an on-the-spot survey of the status of fifteen large mammals threatened with extinction. One personality, well-known today, made his first appearance on that occasion: Lee M Talbot.*

One can mention, at random, the missions undertaken by Jean-Jacques Petter, Irenäus Eibl-Eibesfeldt, Roger Balleydier; the distribution, supported by Unesco, of handbooks on the protection of nature, in Cameroon, Greece and Madagascar, for example; the organization at Houyet, in Belgium, in 1950 of the first international youth camp for the protection of nature; an active involvement in the 1953 Bukavu Conference on the protection of African fauna and flora, followed by an important publication; the production of films in collaboration with Unesco; the first issue of the Bulletin in 1952; and the preparation of material for international exhibitions.

Such are the main elements that the founders and pioneers of the Union chose for their first activities. One must not overlook the fact that they had more enthusiasm than experience and means of working. We must also remember that the Secretariat was staffed by semi-volunteers.

Criticism has been made that the initial period did not allow science to play a larger part in its activities. At that time the tiny Brussels unit knew only few ecologists, and in turn ecologists throughout the world either did not know of its existence or chose to ignore it. Contacts had to be made,

*Lee M Talbot was appointed Director General of IUCN in mid-1980 in succession to David A Munro

intensified and multiplied, to permit the Union to develop its own ecological concepts.

IUPN in its early days sought only to prepare the future IUCN to bypass the middle age and to pass directly into modern times.

The second statement was made on the occasion of IUCN's twenty-fifth anniversary by the late Jean G. Baer, President of the Union from 1958-1963 and a Member of Honour. He was Professor of Zoology and Comparative Anatomy at the University of Neuchatel, Switzerland, and President Emeritus of the International Biological Programme (IBP).

When IUCN was founded 25 years ago under the name of IUPN (International Union for the Protection of Nature), the World was just beginning to realize that the most destructive war ever witnessed by mankind had finally come to an end, and that the time had arrived at last to clear the ashes of human folly in order to rebuild an environment worth living in.

The idea of setting up an international organization responsible for protecting particularly interesting natural sites, for preventing animal species from dying out and, in a general way, for protecting nature from destruction and misuse by man, fitted exceptionally well into the world plan for reconstruction. No wonder therefore that Unesco was the first UN agency to encourage and to sponsor the founding of IUPN in 1948.

Objectively speaking, the activities of the Union from the very beginning have been beneficial in spite of the chronic lack of adequate funding. But what is even more important is the fact that it has succeeded in enlisting the active cooperation of an ever increasing number of scientists in preparing reports and in publishing carefully documented results in the field of conservation.

IUCN enjoys a consultative status with the UN and its principal agencies, which stresses the fact that the Union initiates projects but does not carry them through although contributing with its experience and scientific manpower.

One of the most successful of such projects and which has had a long lasting effect upon the principles of conservation in Africa, was the African Special Project initiated in 1960, in cooperation with CCTA (the Commission for Technical Cooperation in Africa South of the Sahara), FAO and Unesco, and culminating in 1961 in the Arusha Conference. The latter was attended by representatives from 21 African states and 6 non-African countries and 5 international organizations. The Prime Minister, J. K. Nyerere, of the host Government of Tanganyika presented a statement later to be known as the Arusha Manifesto, which expressed the tone of the discussions and is to be considered as being the turning point for conservation and development of wildlife and wildland resources in Africa by the modern African states. A follow-up of this Conference was the successful establishment of the College of African Wildlife Management at Mweka on the slopes of Mount Kilimanjaro, where Africans are trained in modern methods of conservation.

At the request of ECOSOC, the Union prepared and published the UN List of National Parks and Equivalent Reserves which is constantly revised by new editions. On a world basis each protected area is critically reviewed, thus providing all the essential information in favour or against any future action which might be taken in a given country.

The celebrated Red Data Book prepared by the Union's Survival Service has become a standard reference book for all concerned with disappearing or menaced species of animals and plants throughout the world. This represents the only official list on which all scientists agree. Neither should

one forget that it is the high quality and the scientific value of such information provided by the Union that made possible the birth of the World Wildlife Fund to which it remains, together with its various services, the scientific counsellor, as illustrated by the Morges Manifesto.

The very important and extensive work accomplished by Section CT (Conservation of Terrestrial Communities) of the International Biological Programme has yielded most interesting results in all parts of the world and these have been handed over to the Union which will in the future be responsible for this part of the Programme which, in itself, is about to come to an end.

Having been closely connected with the Union for most of its existence, I have enjoyed the privilege of seeing it grow up to become a universally recognized organization in the field of conservation. What is even more encouraging is to find that the ideas and means discussed at various Technical Meetings over the years are now considered to be fundamental by conservationists the world over.

A new name and a new home

Following reconsideration of the Union's original title, the General Assembly in Edinburgh in 1956 approved the new name of "International Union for Conservation of Nature and Natural Resources". This indicated no change of policy but symbolized the conviction reached over the previous eight years that "nature", the fauna and flora of the living world, is essentially a part of the renewable natural resources of the planet; perhaps it also implied that social and economic considerations must enter into the problem of conservation. The Union was in no way turning aside from the task of maintaining intact areas of nature for the benefit of science, education, aesthetic pleasure or simple relaxation. Experience had shown that the words "Protection of Nature" had been rather misleading,

in some cases conjuring up a purely defensive or even sentimental picture, which obscured the principal task that the Union had undertaken - to conserve nature through encouraging man to use its resources more wisely. The new title permitted no ambiguity.

While the change of name was relatively easy to accomplish, the issue of establishing a more appropriate seat for the Union, which came to a head four years later, was quite another matter. For some 12 years, the Union had enjoyed the hospitality of Brussels and the debt it owed to the Belgian authorities for providing accommodation and other assistance was greatly appreciated. Nevertheless the Executive Board, after more than a year of investigation, had become convinced that a move to totally "neutral" ground would now be opportune.

The proposal was brought before the 7th General Assembly at Warsaw. Acceptance was not immediate. Indeed several delegations asked that action be delayed until the General Assembly reconvened in Krakow. There the proposal narrowed to Switzerland as the new seat. Delegates from several African countries, Kenya and Sudan in particular, supported the proposal on the grounds that headquarters should be in a country whose government had never possessed colonial territories in Africa. After further debate, the proposal was accepted unanimously, giving the Executive Board authority to select an appropriate centre in Switzerland as soon as it was satisfied that it was practicable and advantageous to do so.

Following the General Assembly's approval, efforts by Jean Baer, E. Barton Worthington and others led to the selection of Morges, a 13th Century town in the French speaking Canton Vaud. Headquarters was established in what had been a pleasant little hotel. With the help of such friends as Erico Nicola of nearby Buchillon, Dr. and Mrs. Walter W. Boyd of Washington, D.C., the Wildlife Management Institute (via Ira N. Gabrielson), and under the direction of Gerald Watterson, seconded by FAO to serve as Secretary-General, the building was gradually re-furnished and equipped. The Foundation for International Protection of Nature of Amsterdam financed the installation of the historic library of the pioneer conservationist, P. G. Van Tienhoven, in a fine panelled ground-floor room, which was first known as the Conservation Documentation Centre but soon became the "Van Tienhoven Library" and equally soon increased so rapidly in size as to spread to and occupy the greater part of the basement.

In connection with documentation, it is of interest to note that, with effect from the move to Switzerland, IUCN publications were numbered in two "new series", which have since been amplified by three additional series as well as a number of special publications such as the Yearbooks and the Red Data Books.

The World Wildlife Fund

IUCN enjoys a symbiotic relationship with the World Wildlife Fund, its sister conservation organization. The relationship is one of long standing, for the widely-known and justly celebrated fund-raising action group was literally born around the conference table in IUCN's library. Until a few years ago when it moved into the historic old Forel mansion, "La Gracieuse", a Swiss cultural monument owned by the Commune of Morges, WWF shared IUCN's large old house with its surrounding gardens and mini-forest of Scots pines, red cedars and yew, and thus the two organizations are often confused with each other in the minds of local citizens and many visitors. But there are no legal ties between them - only carefully evolved and deeply-rooted working relationships based on mutual requirements.

Today, WWF and IUCN programmes are jointly prepared and many projects jointly operated, and a substantial part of the funding for IUCN's activities comes from WWF. World Wildlife has been so closely linked with IUCN that its early history is a natural and logical part of the record of IUCN's own.

The following account of the formation of the World Wildlife Fund is reprinted here as extracts from The Launching of a New Ark, the First Report of the WWF (London: Collins, 1965).

By 1960 many people had become aware that some drastic new action was needed to meet the "state of emergency" facing the world's wildlife. It is not surprising, therefore, that the basic idea occurred to several people at the same time. It seems that it was first formulated in writing in a letter from Victor Stolan to Sir Julian Huxley dated 6 December 1960. In this he wrote:

"It was with admiration and anxiety that I read your articles in The Observer. Only reluctantly, I add mine to the large number of letters which you must have received in response to your outstanding and astounding survey.

"But alas, however excellent your suggestions to remove the danger threatening the African wildlife, I feel that without a vigorous and immediate action to raise the great funds needed the irreparable detriment will not be prevented from becoming a fact....

"However, there must be a way to the conscience and the heart and pride and vanity of the very rich people to persuade them to sink their hands deeply into their pockets and thus serve a cause which is greater and nobler than any other one - absolutely....

"A single and uninhibited mind must take charge of such a world-embracing situation. I hasten to add that I am not such a person. However, I have some ideas as to how to collect substantial donations but nobody of sufficient importance to speak to. Would you care to put me in touch with somebody with whom such ideas can be developed and speedily directed towards accumulating some millions of pounds without mobilizing commissions, committees, etc., as there is no time for Victorian procedure.

"Since my naturalization, I am proud to call this country mine, but I cannot help feeling that it has become a country of under-statements, of gentle talk with not enough push behind it.

"If, on the other hand, what is left of wildlife in Africa (and anywhere else for that matter) is to be saved, a blunt and ruthless demand must be made to those who, with their riches, can build for themselves a shining monument in history...."

Sir Julian referred this letter for advice to Mr. E. M. Nicholson, Director General of the British Nature Conservancy, who considered that there was a case for a large-scale international effort to raise really substantial funds, and discovered that Mr. Peter Scott, a Vice-President of the International Union for the Conservation of Nature, was already thinking along similar lines.

On a visit to America in March 1961 Mr. Nicholson discussed the urgent need for a professional effort to raise the money needed in order to put the conservation movement on a proper footing throughout the world, and later in that month at the York meeting of the British Ornithologists' Union, Mr. Guy Mountfort, an experienced businessman and an ornithologist with wide international knowledge, agreed to give his assistance. A memorandum was, therefore, prepared at Easter outlining a scheme which was approved in principle later in April at a meeting of the Executive Board of IUCN at its headquarters at Morges, Switzerland.

Immediately following this, in May 1961, a preparatory group was formed in London under the chairmanship of Mr. Nicholson which included among others Miss Phyllis Barclay-Smith, Colonel C. L. Boyle, Mr. Aubrey Buxton, Lord Hurcomb, Sir Julian Huxley, Mr. Guy Mountfort, Mr. Peter Scott, Mr. Victor Stolan, Sir Landsborough Thomson, The Marquis of Willington and Dr. E. Barton Worthington.

Its task was to examine the requirements and prepare the plans for the establishment of a world fund-raising organization which would work in collaboration with existing bodies to bring massive financial support to the conservation movement on an international scale. (In spite of Mr. Stolan's pertinent reference to "Victorian procedure", it did not seem possible to "accumulate some millions of pounds without mobilising commissions, committees, etc.")

The name World Wildlife Fund was selected with the subsidiary title "An International Foundation for Saving the World's Wildlife and Wild Places". The Giant Panda (in a design by Mr. Peter Scott from a sketch by Mr. Gerald Watterson) was adopted as the symbol.

At this stage H.R.H. The Prince Philip, Duke of Edinburgh, expressed interest and agreed to become President of the British National Appeal. He also enlisted the support of H.R.H. The Prince of the Netherlands, who agreed to become first Patron and later President of the WWF (International).

Two anonymous loans amounting between them to £3,000 enabled the organization to swing into action, and a subsequent gift of £10,000 from the late Mr. Jack Cotton, a well-known British businessman, put it upon a firm basis. In July 1961 Mr. Ian MacPhail, formerly Public Relations Director of a large international company, was engaged to plan and conduct the campaign, one of the first steps in this being a document called the Morges Manifesto signed by sixteen of the world's leading conservationists:

On the 11th September 1961, the World Wildlife Fund was legally constituted under Swiss Law at Zurich and finally registered as a tax-exempt charitable foundation on 16 October 1961. At this time a number of the promoters of the Fund met at Arusha in Tanganyika, at the conference which constituted Stage II of the African Special Project of the International Union for the Conservation of Nature. They were gratified by the readiness of leading Africans to give their support to conservation, and in particular by the Arusha Declaration of Mr. Julius Nyerere, then Prime Minister of Tanganyika - now President of Tanzania. This reads:

The survival of our wildlife is a matter of grave concern to all of us in Africa. These wild creatures amid the wild places they inhabit are not only important as a source of wonder and inspiration but are an integral part of our natural resources and of our future livelihood and well-being.

In accepting the trusteeship of our wildlife we solemnly declare that we will do everything in our power to make sure that our children's grandchildren will be able to enjoy this rich and precious inheritance.

The conservation of wildlife and wild places calls for specialist knowledge, trained manpower and money, and we look to other nations to cooperate in this important task - the success or failure of which not only affects the Continent of Africa but the rest of the world as well.

Immediately afterwards a public meeting was held on 26 September 1961, at The Royal Society of Arts in London, to announce the establishment of the Fund. This meeting was addressed by Sir Julian Huxley, Professor J.G. Baer (who, as President of IUCN, had agreed to act as President of the Fund for the preliminary period) and Mr. Peter Scott (a Vice-President of IUCN who was soon afterwards elected 1st Vice-President and Chairman of WWF). A World Wildlife Charter was read and adopted on this occasion.

The announcement was well covered by the Press, and on 9 October 1961, the Daily Mirror brought out a "Shock Issue" of the newspaper which devoted no less than seven pages to the wildlife emergency, including the front and back pages and the middle page spread. This brought in some £35,000 which went directly to the central account of the WWF because the British National Appeal did not officially come into existence until 23 November 1961.

In December 1961 Dr. Fritz Vollmar, a young Swiss businessman, was engaged as Secretary General to the Fund and on 12 March 1962, he set up office at Morges.

Thus was the New Ark launched. It remains only to record the two memorable dinners attended by H.R.H. Prince Bernhard and H.R.H. Prince Philip. The first, held at the Waldorf Astoria in New York on 6 June 1962, was, in effect, a launching ceremony for the WWF in the US. The second, held at the Mansion House in the City of London on 6 November 1962, emphasized the national support for the British Appeal. By then the New Ark was well and truly on its way.

New Directions

In 1969, a new chapter began for IUCN when the 10th General Assembly, held in New Delhi, formally recognized that substantial changes were required to enable the Union to carry out the mandate first given it in 1948. Pointing out that for 21 years, the Union had of necessity adopted a "fire brigade" approach aimed at the curing of individual conservation problems, the General Assembly agreed that the time had come for a new, strategic approach; one emphasizing attack of basic causes, toward prevention in addition to cure, toward providing a world-wide overview of conservation and toward focusing available resources within and without the Union on major environmental problems.

It was affirmed at New Delhi that the Union is concerned with the quality of life, with the physical, educational, social and aesthetic values which add richness, meaning, and satisfaction to human experience. To this end IUCN initiates and promotes scientifically-based action that will ensure perpetuation and enhancement of the living world - man's natural environment - and the natural resources on which all living things depend. Conservation was defined as management (which term includes survey, research, administration, preservation, utilization, and implies education and training) of air, water, soil, minerals, and living species including man, so as to achieve the highest sustainable quality of life.

The objects of the Union were restated as follows:

1. To provide a continuing review and assessment of world environmental problems.
2. To formulate and promulgate statements of policy on topics of importance for the conservation of natural resources based on the best scientific evidence.
3. To promote research and new techniques relating to the conservation of nature and natural resources.
4. To provide advice to governments and organizations concerning the conservation of nature and natural resources.

5. To assist governments, on request, in developing national policies of conservation and to assist in their execution by providing advice and establishing cooperative programmes with other international agencies.

A different character of Secretariat was deemed necessary to manage these new requirements. Following the retirement of E.J.H. Berwick (UK), who had served as Secretary-General since 1966, Gerardo Budowski (Venezuela) was appointed to the new office of Director General, with Frank G. Nicholls (Australia) as his deputy, charged with developing and executing this programme, which involved radical reorganization of concepts, programmes, working methods and staff responsibilities. Increased resources made available following the New Delhi decisions enabled the Secretariat to be enlarged and by the end of 1970 it comprised twelve professional officers with a broad spread of scientific competence and a supporting staff of similar size.

The new organization was characterized by flexibility, able to adapt rapidly to opportunities for action. Its activities considerably increased the effectiveness of the network of some 400 specialists from all over the world who then constituted the membership of the six Commissions of the Union. The activities of IUCN were re-defined in "project" form and many new projects were added. Better selection was imposed to stretch limited resources to the best advantage. Wherever possible cooperative projects were established, acting catalytically to stimulate others to function rather than undertaking the work itself.

The period following the New Delhi Assembly was productive and clearly the initiatives taken to broaden IUCN's role were responsive to urgent needs. For example, IUCN - with wide international support - carried out a series of projects designed to provide ecological guidelines for the use of planning agencies in their efforts to promote the economic development of various major biomes in non-industrial regions of the world. At the same time, with so much of the natural world rapidly disappearing under the overwhelming human onslaught, efforts were greatly expanded to bring under protection as many representative ecosystems as possible. These include wetlands of all kinds, critically important marine habitats, tropical humid forest and montane zones, suitable in many cases for incorporation in national parklands. Concurrently, efforts to strengthen the protection and recovery of endangered species of wild fauna and flora are increasing. The creation of favourable public attitudes through education, environmental planning, the basic scientific research which

is often still needed, and the formulation of sound governmental policies, administrative practices, national and international legislation all received substantial attention within the Union's programme. A significantly large part of the work was being carried out with the collaboration and support of UN bodies and concerned foundations - and, of course, the World Wildlife Fund.

An important result of the redirection and intensification of effort following the New Delhi meeting was that IUCN had greatly enhanced its stature by the time of the UN Conference on the Human Environment (Stockholm, 1972) and the coming into being of the United Nations Environment Programme. Indeed, State Members and associates of IUCN had considerable behind-the-scenes influence on these events.

Despite the congruity of IUCN's objectives with UNEP's activity areas, the value of IUCN's unique structure and access to scientific expertise ensured its continuing role in world conservation, although it had to be recognised that the effectiveness of that role would depend on the proper identification of activities where IUCN could best complement those of UNEP and other intergovernmental organizations, and the quality of its work.

Taking stock

The 12th General Assembly (Kinshasa, 1975), while confirming the general approaches adopted at New Delhi, was concerned over diversity of views within IUCN's constituents as to their precise roles and responsibilities. It therefore directed that greater attention be paid to the detailed planning of IUCN's programme, with Commissions and membership participating in both its preparation and execution. The necessity for a strategic approach to programme planning was recognised, and the Proceedings of the meeting record that "IUCN should strike a balance between two modes of operation: a) Working to a long-term, phased world conservation strategy: and b) Reacting quickly and flexibly to sudden opportunities and urgent problems."

To ensure proper emphasis on the function of Commissions and membership in the affairs of the Union, amendments to the Statutes were found necessary.. To accommodate this, and the need to appoint a new Director General following Gerardo Budowski's decision not to continue for a third term of office, an Extraordinary Session of the General Assembly was convened at Geneva in April 1977. Besides making appropriate provision in the Statutes for increased voting representation of Commissions and membership on the Executive Board and Executive Committee, the importance of this measure was reinforced by changing the titles of these two bodies to, respectively, the Council and the Bureau.

In the Wake of Zaire

Despite their constitutional implications which eventually required the convening of an Extraordinary meeting of the General Assembly, the decisions taken at Zaire gave clear guidance for the continuing evolution and management of the Union's programme. By the time of the Extraordinary General Assembly the Acting Director General, Duncan Poore (UK), was able to report considerable progress in developing the concept of a World Conservation Strategy as well as in the execution of various programme activities. Regional Desks had been established in the Secretariat to improve communication with IUCN membership as well as governmental and non-governmental organizations in the various regions; and the process of strengthening the Commissions had begun. A Conservation Programme for South East Asia and the "Seas Must Live" campaign in support of the marine programme had been launched. To advise and guide the latter an inter-Commission Marine Steering Committee had been constituted and a Marine Programme Officer recruited to the Secretariat. Coordination of programming through meetings of the *Ecosystem Conservation Group was beginning to become effective.

* The Ecosystem Conservation Group (ECG) was established by UNEP in 1974 when the first major contractual arrangement between UNEP and IUCN was concluded. The Group comprised representatives from UNEP, Unesco, FAO and IUCN; its purpose being to coordinate programme development between the four principal international organizations concerned with renewable natural resources.

The first meeting of Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) had been held in Bern, IUCN providing all secretariat services; and UNEP subsequently contracted IUCN to continue on its behalf the secretariat function as provided for in the Convention text.

Although the Extraordinary General Assembly effected statutory changes required by decisions made at Zaire and also empowered the new Council to appoint the Director General, it was felt that no appointment to that post should be made without further search for candidates. Mr. Maurice Strong, former Executive Director of UNEP, who had been coopted to the Council and elected Chairman of the Bureau, agreed to assume the function of Director General ad interim and to assist in the identification of candidates. By this time IUCN had been without a substantive Director General for eighteen months.

Renewed impetus

The appointment of a new Director General, David A. Munro (Canada) was made in July 1977. Under his leadership a period of steady development took place based on the concepts and priorities already established. By the end of that year the preparation of a draft World Conservation Strategy by IUCN in cooperation with the members of the Ecosystem Conservation Group was reported in the Bulletin, and in January of 1978 a meeting of Commission Chairmen and Deputy Chairmen was held to redefine the terms of reference of each Commission and to establish the principles guiding Commission relationships within the Union. The 14th General Assembly at Ashkhabad, coinciding with IUCN's 30th Anniversary, concentrated attention on progress made regarding two issues of concern at Zaire; the World Conservation Strategy and the planning of IUCN's Programme.

Preparation of the Strategy document had been entrusted to Robert Allen, who had produced the draft for consideration by the membership at the meeting. Plans for ensuring involvement of IUCN's constituency in planning the Programme were endorsed, and the membership's responsibility for assisting its implementation emphasized by a new requirement for members to report to future meetings on their actions in promoting Assembly Resolutions. With the appointment of Adrian Phillips (UK) to the new post of Director of Programmes and the Assembly's mandate, the development of a planning structure and programming cycle was soon started. A key feature was the constitution of a Programme Planning Advisory Group, which included representation from each Commission and from the membership, to advise the Director General on the Programme before its submission for the Council's approval. Representatives of the other ECG member organizations were also invited to attend. The Programme itself came to be known as A Conservation Programme for Sustainable Development. It set out a framework, on a three-year rolling basis, for the activities of the Union, the World Wildlife Fund and their associates in relation to perceived priorities, the evolving concepts of the World Conservation Strategy and proposed the necessary funding. For the first time IUCN was able to provide itself with a rationally-derived reference base which could interrelate its activities and its obligations with costs and conservation priorities.

The World Conservation Strategy (WCS)

The WCS, launched simultaneously in 34 countries on 5 March 1980, is without doubt one of IUCN's most notable achievements. As did the example of the African Special Project in an earlier period of the Union's history, it illustrates the way in which IUCN's unique character can bring together original concepts, scientific knowledge and evaluation, local awareness and high

quality presentation in addressing a globally-important issue in a manner and at a time for maximum effect. In doing so, not only was IUCN's total structure effectively mobilised, but also were the links established with its partners in the Ecosystem Conservation Group and other organizations used to best advantage by ensuring access to the widest range of expertise, information and support. The WCS articulated in a concise and compelling way the dependence of development on conservation, and recommended action necessary to ensure its sustainability. The document has already been recognised by several governments and planning authorities as containing important considerations for long-term development plans. IUCN itself now directs its own Programme towards implementing the Strategy, and has established a separately-funded Conservation for Development sub-programme as a new component. It is interesting to note that this echoes the theme of the 12th Technical Meeting, Banff, 1972.

The financial bogey

If the World Conservation Strategy and other achievements illustrate IUCN's potential, they illustrate also that this potential is only realisable when necessary funds are available for particular enterprises. Reference to the lack of secure, continuing funding was made in the earlier chapter on the Union's foundation, and its consequences have persisted. When funding sources, such as UNEP, WWF, a government agency or a foundation, are convinced of the value of a project in the context of their own aims and objectives, they may be generous in supporting IUCN: but the innovative and pioneering stages of developing and promoting new concepts, management principles and techniques remain unattractive until their relevance is recognised. The result of this situation is that the Union's main activities have tended to respond to requirements which others are ready to fund, rather than those which it may otherwise have wished to pursue. There is no doubt that IUCN's current activities do indeed lie in the mainstream of its own objectives and can make use of its structure, but it is also true that IUCN's structure could be effectively mobilised in many other ways were funds to be available and a more consistent level of logistical support possible.

Although the recent advances in programme planning capability have rationalised projected activities in relation to expected funding and perhaps reassured prospective donors, this cannot be a substitute for a planning process based on regular guaranteed income.

Another new home

As world interest in conservation matters increased, the Headquarters staff of both IUCN and WWF grew inexorably to the stage when their respective buildings were no longer adequate for their needs. Although this situation had been foreseen and a building site in Geneva together with construction funds generously donated in the early 1970's for a new building to house both secretariats, work was never put in hand for a variety of reasons; particularly concerning the suitability of this very prestigious site in relation to the public image of conservation organizations. Renewed efforts were made to find alternative accommodation in Switzerland or elsewhere when both organizations were having to rent additional office premises, and a relatively new building was eventually purchased in Gland, some 25 kms. west of Morges, into which both Secretariats moved at the end of 1979. Besides the convenience of common facilities, it is expected that economies in running expenses and by shared services will be achieved.

Since WWF's inception there has of course been close cooperation between the two organizations. IUCN has received supporting funds for screening, programming and project management activities undertaken for WWF, while many projects are executed as joint IUCN/WWF ventures. This cooperation has been greatly facilitated by moving together in the new shared headquarters.

Some highlights in retrospect

In the year of IUCN's 25th Anniversary, 1973, Harold J. Coolidge, an Honorary President of IUCN and intimately associated with its activities from their beginning, was asked to outline the things he considered major achievements. He cited, with particular pride and emphasis, IUCN's

stimulation of the growth and enthusiasm for conservation in less developed countries which has resulted from projects and scientific meetings. Also, the custom of alternating General Assemblies between developed and less developed countries has had a significant effect. His statement goes on to say:

Among many achievements of IUCN that in hindsight seem of significance to me are the following, mostly related to the Commissions:

The most important first step for IUCN was the preparation and publication of the inventory of the status of nature protection throughout the world, covering 70 countries and published with Unesco assistance in 1950. This presented a base line for future activities and established the Union as a world information centre on matters of conservation.

Another major action was the establishment of the Survival Service in 1949 according to a recommendation of the Lake Success Conference. Its dynamic development was led by Peter Scott who was ably assisted by Noel Simon in establishing the Red Data Book publication on endangered animals. Jack Vincent of ICBP did the same for threatened bird species while plants were dealt with by Ronald Melville of Kew Gardens. In addition to these publications, the Survival Service developed special groups of experts on a world-wide basis to deal with specific endangered species. An example of an action programme is shown in IUCN's role in convening a series of polar bear conferences that resulted in a coordinated ecological research programme and valuable technical reports. This has now resulted in the new agreement between Canada, Denmark, Norway, USSR and USA covering the polar bear.

The founding of the International Commission on National Parks and the subsequent initiative in establishing the UN List of National Parks and Equivalent Reserves was of major importance. The French and English versions of the second edition of this significant list were published in 1967 and 1971, largely as a result of the efforts of the Commission Chairman, Jean-Paul Harroy, assisted by Fred Packard and Sir Hugh Elliott. The Parks Commission worked closely with the CT Section of IBP and also sponsored special missions, for example those of Kai Curry-Lindahl to Zaire at the invitation of their Minister of Agriculture to advise on park problems and to establish

a meeting with counterpart officials of Uganda and Rwanda. Following the First World Conference on National Parks, a Committee on Park Systems Planning was established under Joseph L. Fisher. The work of this group resulted in a significant publication, A System Approach to Park Planning by William J. Hart, as a guide for countries desiring to establish national parks.

IUCN played a significant role in organizing the First World Conference on National Parks in 1962 and the Second, in Yellowstone - Grand Teton, in 1972, in cooperation with the US National Park Service and other agencies. Among their many important results, these conferences also produced considerable development in the growth of marine parks on a world-wide basis. Another result of quite a different sort was a Centennial publication entitled, World National Parks Progress and Opportunities, compiled by Jean-Paul Harroy with contributions by leading authorities.

Certainly a major step was the establishment of the Union's Commission on Ecology in 1954, and its subsequent development, notably under the able Chairmanship of the late Edward H. Graham, who was greatly assisted by the Union's Vice-President, Frank Fraser Darling. With the help of Sir Hugh Elliott, the Commission on Ecology played a leading role in organizing the scientific Technical Meetings at the IUCN General Assemblies. Two of its Chairmen were the former IUCN President, Francois Bourliere, and the present President of the Union, Donald J. Kuenen. It also concerned itself with the problems of wetlands through the MAR Conference organized by Luc Hoffmann, and the later development of the Convention on Wetlands of International Importance at Ramsar, Iran, in 1971.

Over a period of many years, the Union's Commission on Legislation (now a committee of the Commission on Environmental Policy, Law and Administration) collected constitutional documentation, game and wildlife laws, and conservation and environmental legislation and this material was organized at Bonn under the leadership of the then Commission Chairman, Wolfgang E. Burhenne and his lawyer wife, Francoise. These years of ground work materially aided achievement of the recent Convention on International Trade in Endangered Species of Wild Fauna and Flora which was drawn up at the Washington Conference in February-March 1973. The unit also played a leading role in preparing for the revision of the African Convention on the Conservation of Nature and Natural Resources, signed at Algiers in 1969.

Education has been a significant field of Union activity and in recent years its strong programme, in large measure, was the result of efforts by Jan Cerovsky, Executive Officer of the Commission on Education until the end of 1972. Many meetings have been held in Eastern and Western Europe, and in addition, there have been workshops at Morges and at General Assemblies, and special international meetings at Rüschnikon, Switzerland, at London, Ontario, Canada and at Tblisi, Georgia, USSR. The Union has developed considerable leadership in international environmental education, and these activities have had a significant impact on curriculum development.

The eight years which have passed since Harold Coolidge's statement demonstrate a gathering impetus in IUCN's activities in general, and in those of a management nature in particular. New attitudes developed which replaced "protectionism" by insistence on sound management for rational and realistic objectives. For example, the use of national parks by traditional societies, emphasis on proper management of whale and seal populations and the ecosystems to which they belong, and guidelines for the use of humid tropical forests and other natural areas were accommodated in IUCN's positions, and in many cases detailed examination of the issues involved were undertaken. This led to increasing recognition of IUCN's viewpoints, resulting in its being accorded special advisory status by the International Whaling Commission and invited as observer to the diplomatic conference convened by the Government of Australia in 1980 to conclude a Convention on the Conservation of Antarctic Marine Living Resources.

These attitudes also reflect a shift in thinking towards consideration of whole ecosystems, leading to the development of area monitoring systems based on biogeographical provinces and of methods for identifying and mapping critical marine habitats. The interesting concept of sanctuaries for cetaceans was explored at an IUCN workshop held at Cerrero Negro, Mexico, in 1979; a result of which was the eventual establishment by IWC of a large sanctuary in the S. Indian Ocean to safeguard whale species in much of their total range.

While the foregoing examples also serve to emphasize growing attention to the conservation of marine resources, a comparable initiative was taking place to concentrate greater effort towards the conservation of plants, which had hitherto been rather neglected in the Union's programmes. The establishment of the Threatened Plants Committee (TPC) within the SSC signalled a period of intense activity, coordinated at the Royal Botanic Gardens at Kew,

UK, during which a world-wide network of specialists provided information for cataloguing threatened species and communities of plants. The success of this operation reinforced the need for more efficient ways of data handling and was a major incentive for the establishment in 1981 of a computerised data processing facility at Kew to serve the needs of IUCN's conservation monitoring activities; promoted and coordinated since the end of 1979 by the Conservation Monitoring Centre at Cambridge in cooperation with TPC. This arrangement is already permitting more effective compilation of material on threatened species for the Red Data Book by the Species Conservation Monitoring Unit and on trade aspects by the Wildlife Trade Monitoring Unit. A Protected Areas Data Unit has now been incorporated into the Centre and coordination with the Environmental Law Centre's computerised legislative data is being developed.

An important landmark in broadening IUCN's political and scientific contacts was the accession to membership of the Union by the Society of Environmental Sciences of the People's Republic of China and the appointment of Mr. Li Chaobo to the Council, resulting in a significant agreement between IUCN, WWF and the Environmental Protection Office providing substantial cooperation on conservation measures for the giant panda. A further welcome development regarding membership was the establishment of several National Committees for IUCN, and requests for assistance in establishing more.

In the legislative field, the successful conclusion of the Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES) and subsequent meetings of the Parties owed much to persistent effort by IUCN, which retains a continuing involvement by providing Secretariat services to it. IUCN also played a prominent part in the development and conclusion of the Convention on the Conservation of Migratory Species of Wild Animals (Bonn 1979). Initiatives by IUCN in partnership with the International Waterfowl Bureau led to a meeting of the Parties to review the Convention on Wetlands of International Importance Especially as Waterfowl Habitat (Ramsar) to determine the effectiveness of its application and ways of improvement.

In early 1981 welcome news was received that IUCN had been awarded the "Olympia" Prize, one of two Alexander S. Onassis Public Benefit Prizes, for its "important contribution and effective action in the protection and conservation of the environment world-wide."

Passing into the future

This account attempts to chronicle the most important events, concepts, trends, actions and their consequences which have influenced the course of IUCN's existence. In many cases, trends and consequences may only become evident after a lapse of time and it may well be that events not mentioned in this summary may prove to have a significance as yet unrealised. There can therefore be no clearly defined end to such a record as this, which perpetually awaits the writing of a new chapter. Perhaps we should leave it at the point where IUCN is gathering itself together for the challenge of the 15th Meeting of its General Assembly, with the triumph of the World Conservation Strategy behind it and new possibilities ahead.