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The Future of IUCN

The World Conservation Union

Edited by
Martin W. Holdgate
and **Hugh Synge**



**Proceedings of a Symposium
held on the inauguration of the new
IUCN Headquarters, Gland, Switzerland,
3–4 November 1992**

The Future of IUCN

The World Conservation Union

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La version française de "Overview of the Symposium" (Tour d'horizon du Symposium) et de "Lessons for IUCN" (Leçons pour l'IUCN) figure pages 15 à 25. Les textes de la Ière Partie sont résumés en français pages 93 à 99 et ceux de la IIe Partie, pages 151 à 155.

En las páginas 27-39 figura la versión española del "Panorama General del Simposio" y las "Lecciones para la UICN". Asimismo, en las páginas 103-109 y 159-163 aparecen respectivamente los resúmenes en español de las ponencias contenidas en la Parte I y la Parte II.

Foreword

This symposium on the future of IUCN was held immediately after the formal inauguration of IUCN's new Headquarters in Gland, Switzerland. We wanted to take advantage of the presence of our Council members, of friends from partner organizations and of outside experts to discuss what sort of organization IUCN should become. We wanted the occasion to be both a celebration and a reminder of the challenges ahead—both a moment of arrival and a point of departure—a defining moment in IUCN's continuum of service.

The symposium was timely because 1992 was the year of the Earth Summit in Rio de Janeiro. The Summit produced Agenda 21, the Rio Declaration and two Conventions, as well as a host of proposals from non-governmental bodies. Everybody left Rio promising commitments to further action. Every organization that takes environment and development seriously knew it should rethink its programme and priorities in the light of Rio. The symposium was designed to allow IUCN to do just that.

The meeting was also timely because it came when IUCN was in the midst of preparing a long-term strategic plan. Described in Angela Cropper's paper (pp. 139–143), this is involving all staff, all members and all members of networks in the redefinition of the Union's mission and objectives. The results of the symposium are a major input to the process of developing the strategic plan.

IUCN faces several great challenges. We asked the symposium to address four in particular.

First, what kind of organization should IUCN be? It was founded as a Union that brought together governments and the non-governmental world in order to prepare plans for the protection of nature against the many destructive forces that were evident in the world even as early as 1948. Very soon the Union broadened its mandate to emphasize conservation, with its dual meaning of preservation and sustainable use.

It has developed immense expertise in the specialized business of safeguarding biodiversity—the genes, species and ecosystems, invaluable in their own right and as the human life-support system. How can IUCN go on doing this within the sustainable development process? How far should IUCN be a development-oriented body and how far a wildlife protection body? Many people will argue that it must be both—but in what blend, and how should the blend vary according to the needs of members and partners in different parts of the world?

Second, what should be IUCN's style of work? In many parts of the developing world it has been an agency through which projects have been undertaken and technical programmes accomplished. Should it now move away from project-oriented work to programme-oriented work or to the provision of advisory services to governments and the NGO community?

Third, how far should the Union work alone, and how far with and through partner organizations—whether the agencies of the United Nations, global non-governmental bodies or national institutions? Institution-building, through what might be called the transfer of intellectual technology, is evidently of

paramount importance in today's world, but it must not be one-sided for the North has at least as much to learn from the South as vice-versa. How can IUCN provide a network which improves the clarity of thought and vision and the effectiveness of action around the world?

Fourth, there has to be a decision on priorities, but by whom? The correct answer, clearly, is that our members should decide. But how? The present decision-making structures of the Union—the General Assembly and Council—do not make this easy for them. How can we improve these structures and create the sort of participatory democracy our members want? For let us be clear on one thing: our programmes must reflect the wishes of all our members, not a small coterie of them.

As this book shows, we heard a wealth of ideas, and some answers, from the distinguished friends and colleagues present. This is of the greatest value to IUCN as we develop our strategic plan and prepare the documentation for the next session of the General Assembly in Argentina. Indeed, we felt that the papers were of such value, both to ourselves and to others, that we decided to publish them *in extenso*, with our conclusions. The present book is the result. We hope you will find it as useful as we have.

Sir Shridath Ramphal, President

Martin W. Holdgate, Director General

Overview

***Martin W. Holdgate, Director General,
and Hugh Synge, Rapporteur***

The Symposium was summed up by Martin Holdgate, as Director General, on 4 November. Instead of a dispassionate précis of each paper, an attempt was made to catch highlights, draw out the lessons for IUCN, and add points that seemed relevant even if not delivered earlier in the meeting. When it came to preparing the text for publication, however, some changes were necessary—first to provide a broad picture of the meeting, and second to draw out the lessons as a block, rather than as they emerged, stage by stage. The notes taken by Hugh Synge as Rapporteur were blended with Martin Holdgate's at that stage.

The result is the present section, entitled "Overview" because it is not an exact summary. The second section, "Lessons for IUCN" on pages 9–13, has been prepared in a comparable way. We apologize to authors of papers if we have highlighted, in either section, points they regard as of less importance than others we have omitted. Both sections are our sole responsibility.

In opening the event, our President Sir Shridath Ramphal set the scene with his picture of the world as a country of which we are all citizens. The concept of sustainability is an ancient one, though imperfectly put into practice. The industrial growth of nations has often been at the expense of the environment. Neither "North" nor "South" can solve the problems alone, and isolated nationalism has no future. We are in truth triple citizens—of our local communities (the environment we live in), of our nations and of the Planet. Sir Shridath reminded us, too, of our ethical responsibilities—to other life forms, to

future generations and to human life itself. One of his most telling comments was that the NGO Forum at Rio was truly a Global Forum because only Earth flags were in view: Governments met behind national flags which is why their meeting was an intergovernmental conference.

Richard Sandbrook, with input from Maurice Strong, reminded us of the mixed achievements of the Earth Summit. He rightly emphasized that while Agenda 21 may be an unimplementable encyclopaedia, it is also the most comprehensive and far-reaching set of measures ever agreed on at one time, endorsed by the largest ever assembly of Heads of State and Government. Agenda 21 and the other outputs of Rio make some vital points: especially that human security depends to a considerable extent on the environment, and that the North has to reduce its consumption patterns to allow "ecological space" for the South. Maurice Strong urged a new global partnership for sustainability based on four points—a new economics which includes environmental values, implemented through new instruments; new security regimes; new legal agreements (but recognizing that international environmental law has to be based on national acceptance, conformity and enforcement); and a renewed and reinvigorated multilateral system. Beyond these, we need a new Earth ethic which will inspire peoples and nations.

But, as David Runnalls pointed out later on, Rio was in fact pursuing an agenda badly out of date: trying to reconcile environment and development issue by issue, rather than trying to develop the

integrative and win-win scenario of sustainable development. Nor did it generate the money without which Agenda 21 will remain mere words. In our President's view, and he speaks from the perspective of a senior world statesman, Rio came close to disaster and its follow-up will be its weakest element. Sir Shridath also believes that the Sustainable Development Commission is unlikely to be given the power it needs to be effective. IUCN's unique importance, we learnt, is that it has a real opportunity to span the Government NGO divide, and offer alternative leadership. Moreover, IUCN can help to increase the effectiveness of local communities, which, it was emphasized in discussion, is a key to success.

Most would agree that Rio demonstrated all too clearly that governments and the UN system alone cannot cope with the challenges facing us. One key partner is the business community. Stephan Schmidheiny, Chairman of the Business Council for Sustainable Development, showed us how the business world is moving towards a position of eco-efficiency. IUCN can help by encouraging this trend. Governments must help by developing a new mix of regulation and economic incentives. NGOs must contribute by themselves adopting a more understanding and sophisticated approach to industry, not so much criticizing from the sidelines but getting involved in finding practical solutions. Perhaps his most important message was the need for partnerships, especially ones close to the community on the ground. Links with the business community must be at the strategic level, which means involving Chief Executive Officers, Ministers and Heads of major environmental bodies. He established beyond doubt that we cannot protect the environment and achieve sustainable development without industry and technology.

Four essential action points emerge from this analysis. First, free competitive markets (and removal of distorting agricultural subsidies) are vital. Second, democratization is needed in a wide range of countries, linked (as a third point) to good government and freedom from corruption. Finally, national accounts and fiscal systems must be reformed.

David Runnalls' presentation emphasized that social and economic issues are a legitimate component of environmental policy, and that indeed the latter will not succeed unless they are taken fully into account. UNCED should have moved the environment to the centre of international politics. Ministries of Finance need to be made aware that the cost of not taking action to protect and improve the environment is higher than the expenditure they so often minimize. This is one reason why it is so vital to redesign the national accounts to cover the true costs to the nation of environmental neglect.

David Runnalls also gave us a heartening illustration of partnership across traditional divides. In Ontario, ministers, heads of industry and environmental groups are working together to develop a strategy for sustainability. There is a vital message for the NGOs in this: if they want to reorient society and Government, as many plainly do, the best course of action is to unite with fellow NGOs and form a joint partnership with Government, industry, trade unions and other key sectors of society. The Canadian Round Table process may be a model of wide value (the discussion session indicated that something like it had also been used in New Zealand).

Josué Tanaka's paper emphasized the overwhelming scale of trade and commercial financial flows in comparison with official development assistance—a difference of two orders of magnitude. Not only is the amount of aid insufficient, but the economic situation is forcing some donor countries to cut their aid budgets, and even if some new environmental activities are funded, this will be at the expense of shrinkage in other fields. There is also a growing trend to divert aid to global issues, for example funded through the Global Environmental Facility. The conclusion is simple: official aid is not going to be the main financial engine of sustainable development.

Nor is official aid very efficient, as countless examples testify. As Mr Tanaka said, the agencies of development assistance are better at speaking globally than acting locally. He gave us several

points for action:

- official aid should be more catalytic, especially to encourage the business community to contribute more to sustainable development;
- the yardstick for success of development aid has to be practical results, not the total scale of expenditure;
- training and indigenous capacity-building need to be greatly expanded in aid projects; all too often the main beneficiaries are external consultants;
- local government, public utilities and non-governmental organizations must be given a real opportunity to work with the development assistance systems;
- the range and flexibility of financial instruments and channels of development assistance must be increased.

Adnan Badran outlined the action being taken to review the United Nations system following UNCED. That conference brought worldwide recognition of something that many components of the UN system, including UNESCO, had accepted years ago, namely that environment and development are inseparable. Sustainable development is now one of the three top themes on the international agenda, along with peace and human rights. North/South interdependence is accepted as a fact of modern life. And it is widely recognized that the UN system and governments cannot meet the new challenges alone but must form new partnerships with the world of science, business and NGOs. In the UN system, the Commission on Sustainable Development will build contacts with NGOs. New arrangements for inter-Agency coordination are being established. UNESCO is itself focussing its work on particular areas of Agenda 21, including biodiversity, and undertaking new inter-sectoral activities on environment and development. It wants to continue close partnership with IUCN.

Yolanda Kakabadse reminded us of the supercilious and mildly insulting ring of the term "non-governmental organization", with its

emphasis on the negative. We need to redefine the role of NGOs and find them a better name following UNCED. In our area, most of these organizations are policy and action groups concerned with achieving conservation and sustainable development.

A new label, though, will not resolve the basic problem, which stems from the governmental dominance of world debates, their control of the United Nations system, and their fear of criticism or even disruption of their cautious agendas. We cannot reverse this, but we can try to influence the balance of advantage in the NGOs' favour. Following the unprecedented scale of NGO involvement in UNCED, both through the Global Forum and in national delegations, we need to encourage governments to stand by their welcome and make this involvement permanent. Stronger and unchallenged, we need to find ways of sustaining the dynamism of NGOs; experience at UNCED showed that energetic small NGOs in developing countries can maintain their impacts through quite simple means of communication.

IUCN needs to review the criteria for its NGO membership and the benefits that such members receive. And (to pick up some points the Director General made in Rio), if the Union is to develop a mandate to speak for its members, it must be careful that the process of developing a common position does not blur their diversity, commitment and dynamism. The calls of NGOs, especially some of the newer IUCN members from the South, do jar on some of the IUCN founder and State members; we need to examine whether this is simply a creative tension that the Union can handle or a source of friction that could lead ultimately to fission. Above all, we must do nothing to endanger our primary role as a constitutional bridge between Governments and the non-governmental community.

IUCN's capacity to respond to these challenges needs analysis, and Jay Hair's paper set us on this road. IUCN's strengths include our unique membership, our Commissions and expert centres, our professional staff and decentralized networks, our financial position (which,

however, is vulnerable because of its narrow base), and the Union's rapid growth. However, there are offsetting weaknesses. Growth may be in danger, especially in 1992, of running ahead of management capacity. The General Assembly and Council may no longer be contributing optimally to the demands of a much larger organization, different in character from when these institutions were established. Our mission is still far from clear, and it is not well-known or even articulated by staff as the basis for their own workplan. Only now in 1992 have we embarked on strategic planning.

The strategic planning exercise, however, is an excellent opportunity to correct some of these deficiencies. It should give IUCN a clear statement of its mission and a better sense of its constituency. It should build on three elements which are the keys to the success of any organization, namely excellence, innovation and anticipation, so that the organization is at the right place at the right time with its excellent and innovative programmes.

In order to achieve these opportunities, the Union must continue to decentralize. We must establish institution-building skills, a capacity to develop our networks, an ability to win resources, train personnel and cooperate effectively, and a capacity for both strategic planning and operational dynamism. This should in turn lead to stronger and more diverse funding sources. We need a stronger partnership with our NGO membership, and links with indigenous peoples groups, youth, women and others like the religious community, all of which are vital to implementing *Caring for the Earth* and Agenda 21. It is only if we can develop these types of linkages that IUCN can adopt a true leadership role and provide advocacy that has credibility.

Charles de Haes' contribution (based largely on the responses to a questionnaire sent to members) looked at another aspect of our response to these challenges. What does the world expect of IUCN? The paper opened up the dilemma alluded to in the Preface— is IUCN primarily an expert body on nature conservation (including the sustainable

use of wild species) or is it primarily a sustainable development body, while emphasizing that development must be based on conservation? Does it suffer by uneasy compromise?

The criticisms revealed by Charles de Haes' enquiry include several that were predictable. But there are nonetheless serious issues, including the following:

- should IUCN place more emphasis on membership support, and where we do undertake field projects, always do so in partnership with our members? Should we heed the comments urging us not to emphasize field work if this erodes our contribution to the development of policy?
- is the IUCN Secretariat over-assertive in giving advice? If so, what can be done about it, given that many members urge us to adopt a stronger leadership role?
- does IUCN present the wrong image? Most of our staff are based in and work in the South, but all too often we appear rather Northern in style. Also, we must not appear too wealthy, and must always be careful how we spend resources;
- do we consult our members enough? Charles de Haes obtained more responses in one circular than we have received through two numbers of *Interact*. IUCN's communications must be in the form that the membership wants, rather than what Headquarters thinks they ought to want;
- over and above all this, do the Council and the Secretariat listen enough, even when we think members' views may be misguided?

On the positive side, there is a clear wish for the Union to build bridges between Government and non-governmental organizations. Members want to be consulted much more on programme priorities, and to participate more actively in the Union's activities. There is the same concern as was evident in the 1990 General Assembly in Perth over the balance between nature conservation and sustainable development.

Clearly there is a welcome for networking and regionalization— both are which are IUCN policy—but some members want the decentralization process to go faster and to extend to the Commissions. There are also calls for IUCN to develop a more positive leadership even though some members of the Secretariat feel that the Union cannot claim leadership, but only earn it by the quality of its work. There are clear demands for much better consultation and communications. All of this demands earnest evaluation in the strategic planning process.

In addressing what we can deliver, Aban Kabraji emphasized that our strength lies partly in our complexity. Our effectiveness depends on our unique structure, our capacity for partnership, the quality of the advice we provide, and the avoidance of rivalry with partners and members. The process of developing the National Conservation Strategy of Pakistan illustrates good delivery by IUCN, helping our State member and at the same time making new partnerships. The process has brought national NGOs into new prominence and indeed caused some to be created. But we still do not function at our real potential even in Pakistan, which is one of the countries where we are most active.

Our regionalization has been strong in the South, while the Northern networks, linking members in the developed countries, are somewhat neglected. The solutions to the problems of sustainability in the South and the North are linked, and furthermore, some of the greatest impediments to achieving sustainability are in the North. The Union's networks must, therefore, extend northwards. Aid and trade links must be considered more effectively, and also the links between investment aid and security. If we are to address these issues, we will need North-South and South-South networks and linkages. Taking all this into consideration, a very different Union is evolving. The challenge is to make it one Union so all the initiatives can be mutually beneficial, rather than have it divide into a whole series of Unions within a Union, with the risk of subsequent fission.

In the discussion, Mike Cockerell raised a familiar point about the need for focus and concentration. What regions should we focus on? What services should we provide? Indeed, who should decide the priorities—can the members really do this in the General Assembly? Even if the members indicate where they want the Union to be most active, and on what themes, whether this can be implemented depends on the securing of funding. Thus there is a great need for a planning process which builds on high quality analysis and achieves its aims through first class communications.

Mark Halle emphasized that almost all the ingredients for the Union's future had by this time been put on the table. But we have to see the Union historically, because our image is still one very much rooted in our past, and our capacity to respond is partly constrained by the way in which we have grown. The Union began as a network with a small central "switchboard" and with a capacity to draw expertise together in the Commissions and provide unique syntheses of information. From the early beginnings, the focus has broadened progressively, the governmental sector has become more influential, work in developing countries has expanded, and the scope of the Programme has also broadened. The World Conservation Strategy was, in a way, the first strategic plan for IUCN and it caused a major shift in the way the Union worked. The linkage of conservation and sustainable development changed our activities, stimulated growth of the Secretariat, and also accounted for the current preponderance of development aid agencies as funders. It also brought an increasing involvement in field programmes; the experience gained in such work taught the Union realism and practicability, and also led to new partnerships and opportunities.

The question for the Symposium and the Strategic Plan is—where now? As already noted, UNCED demonstrated that Governments and intergovernmental agencies alone cannot solve the problems that confront them. New alliances are called for—and if IUCN responds and seeks

the leadership role several speakers here have suggested, it is bound to undergo further change.

Mark Halle gave some predictions about what might happen: he foresaw an overhaul of the Union's system of governance, and a strengthening of links to the members, so that it is truly membership-driven. He foresaw a Headquarters more concerned with central coordination and synthesis, while the Country and Regional Offices become increasingly the focus for programme activities as well as for programme formulation.

There will be changes too in the Programme. The pendulum will swing back from field projects, although some remain essential since it is only through hands-on experience that the concepts the Union develops can be tested. The work of the Union will nevertheless switch increasingly towards the development of policy tools. The centre of the programme will be in the clarification of policy issues, the application of both natural and social science knowledge into policy, the development of services, and the increasing strengthening of institutions and facilities around the world. All these will be based on a clearly articulated mission, driven by a well-defined constituency and achieved by good communications. And the Union must move from "the safe haven of nature protection" to the "infinitely more difficult but more rewarding world of sustainable development".

So we came to strategic planning. Angela Cropper reminded us that we have to decide on our destination, or at least our direction, before we can get anywhere. *Caring for the Earth* does provide IUCN with a broad statement of its mission and guiding vision. We will need clarity of language as we move forward, as well as a knowledge of the kind of landscape we are to traverse. We have certain choices: we can stick to our established mission, or we can redefine it to

meet today's needs (as we understand them). We can diversify, following many different channels in an opportunistic way, and accept the great insecurity this would bring. Judgement will depend on our constituency (as we define it), for an organization may be mission-led, but must be constituency-driven. Before we choose, we must understand IUCN, its environment and its objectives. We have to remain creative and ahead of our time. But we cannot work alone, so who should our partners be? Our members only? The intergovernmental system (as frequently advocated in the Symposium)? These are some of the issues to be considered in the strategic planning process.

These issues brought us to a concluding discussion. In it, Antonio Machado stressed the need to review the Governance mechanism that links the Council to the membership. We need a much better system for consulting the membership, and National Committees could be very important agents here. Through these links we could better define the policy members want. Again, communications are crucial to this end, although the suggestion made in discussion that good communications would remove the need for strategic planning seems questionable. While the organization must be membership-driven, it is totally unrealistic to assume every notion that every member wants can be incorporated in the forward plan. The input needs digestion. Moreover, it is essential that the policies of the Union have continuity.

Repeatedly in this Symposium it was emphasized that IUCN is an agent for the development of social policy. Our aim is to help towards a future for humanity that is sustainable within nature's limits, and is culturally, economically and ecologically sound. This was the central lesson, among many that are set out in the following pages.

Lessons for IUCN

Martin W. Holdgate, Director General

This Symposium underlined two central needs. IUCN must:

- be based on its Mission;
- be driven by its Membership.

The Strategic Planning exercise is an attempt to redefine IUCN's objectives and activities around a clear Mission.

Advocacy

The Symposium underlined a message from the last General Assembly—that IUCN should play a greater role in advocacy—not just devising good policies but arguing their case in the corridors of power. It should take the role of “influencing individual and public decision-making” into its Mission.

The Symposium also pointed to three particular areas where IUCN could be a useful advocate.

1. In securing the recognition of the strategic imperative of conservation, emphasizing that environmental damage in the South threatens the North and that the security of all nations depends on the sustainability of global living. This recognition may be the only key to unlocking substantial aid for sustainable development from North to South.
2. In continuing to emphasize the population-resource-poverty interaction, and the need to understand social roles, including the role of women, in the achievement of sustainable development.

3. In pressing Governments to make an early transition to full-cost accounting, so that the economic system does not continue to undermine sustainability through failing to evaluate environmental resources and environmental damage costs correctly.

The programme of IUCN

There must be better integration between the various parts of our programme. Inter-sectoral coordination will be particularly important in tasks like advising on the implementation of the Convention on Biodiversity.

We need to reassess the Programme in the light of Agenda 21. We can play our proper part in the implementation of Agenda 21, but must focus on those items on which we have expertise.

We need to be judicious in how we broaden our Programme. We must not weaken our excellence or dilute our image. We must retain our traditional skills in nature protection but also build on our more recent experience in the field of sustainable development.

We can improve in our heartland. We can provide more and better expert advice at the country and local level. And we can do better in those areas of our traditional programmes that are inadequate, such as work on marine conservation, or are effectively missing, such as conservation of plant genetic resources.

In developing our programme, we must mobilize our membership more effectively and make sure that we involve them as partners in the work.

We must continue the shift from field projects to (a) policy analysis and provision of policy tools, (b) institution-building, and (c) provision of specialist services. This shift—together with regionalization—makes it easier for us to involve our members in the programme in a more interactive way.

We also need to be better at learning from our projects and communicating what we have learnt. We should examine the basis for success—whether drawing on our own experiences, the practices of indigenous peoples, or the successes and failures of others.

We should, with our partners in *Caring for the Earth*, play a leading part in developing Earth Ethics. In contrast to Agenda 21, *Caring for the Earth* starts with an ethical dimension, and this is something we must build on.

Some parts of our Programme may need a change of emphasis. It was suggested that IUCN's work on environmental law should shift:

1. towards helping implementation and enforcement at the country level, and encouraging harmonization of national laws, rather than developing new international instruments;
2. towards simplifying international law, in particular through a single unifying legal instrument (the Covenant on Environmental Conservation and Sustainable Development—see p. 86);
3. to give special consideration to the interface and potential conflicts of interpretation between laws on trade and laws on environment.

Decentralization

The current process of decentralization of the IUCN Secretariat to the Regional and Country level, with an increasing role for regional forums, regional councillors and members, must continue. It should be extended to the Commissions.

Regionalization is needed in the developed as well as the developing world. We should foster bilateral North-South and South-South links between our members.

At country level, National Conservation Strategies will remain a pillar of IUCN's work. They should be re-named National Sustainable Development Strategies, for that is what they are. By helping countries to prepare them, we help the fulfilment of national obligations accepted at UNCED.

The great strength of these Strategies is that they are deeply rooted in the countries concerned, and prepared by internal processes, with IUCN serving as facilitator. The Union does not fly in groups of expatriate experts to prepare short-term overviews.

Regional and Country Offices should improve their capacity for policy analysis, drawing on our members in the countries concerned for policy advice. IUCN must do this not just for central government but at provincial and local level. It is important that IUCN helps local communities to develop their plans and policies. We must work with business and trade groups alongside governments and environmental NGOs.

National Committees or other groupings of governmental and non-governmental members should be encouraged and consulted. Such groups can promote mutual understanding between the governments and NGOs, and provide national forums for discussion.

IUCN should press for good national consultative systems like those pioneered in New Zealand (p. 87) and Canada (pp. 63–66). These raise environmental concerns to the highest level in Government, and create cross-sectoral linkages. They also reinforce the participatory, democratic planning process within a country.

As much as possible, IUCN Regional and Country Offices should work "upstream", at the planning and design stage of the aid process, mobilizing the involvement of communities in the generation of projects. IUCN members, working with IUCN Offices and the country offices of aid agencies, can make a valuable contribution to this process.

Communications and networking

Much has been done to improve the IUCN Secretariat's communications with members, but clearly more is needed.

Interact should be reviewed to make sure it is what members want, rather than what we think they want. *Interact* should be where our members can put their points of view, with its editor acting almost as an ombudsman in cases of a mistaken or over-assertive Secretariat. It should complement the *Bulletin*, which is essentially the IUCN in-house news journal. Regional and Country Offices, Commissions and some Programmes also produce newsletters, and we should ask members for suggestions for making them more effective.

Governance

The system of Governance should be reviewed. It was suggested that the General Assembly is no longer sufficient as a forum for defining policy. It may need to be buttressed by regional assemblies.

The Council also needs review. Regional Councillors must be in touch with the membership they represent and funds may be needed to ensure this. National and Regional Committees are one possible way of achieving such links.

As we continue to decentralize and as we become driven more by our membership, our system of Governance will provide means of focussing the diversity of members' opinions.

The NGO membership

While IUCN must treat governmental and NGO members even-handedly, stronger partnerships should be built with the NGO membership. In particular:

1. State members should be pressed to establish mechanisms for supporting and consulting their national NGOs;

2. small dynamic NGOs should be supported, perhaps by creating "chapters" of associated bodies who could not afford individual membership of IUCN, linking them into country or regional forums or national committees, or even constituting a representative NGO that could become an IUCN member and carry their message to the General Assembly;
3. a cogent definition of IUCN's mission is needed, and this will make it easier to decide which NGOs may seek membership. At present IUCN is receiving a welcome surge in requests for membership, but the Council finds it difficult to judge which should be admitted. It is also difficult to advise potential applicants as to whether or not they fit the IUCN family;
4. on the one hand IUCN needs to help NGOs develop their roles, abilities and confidence. On the other, we need to promote ethical standards of practice within the NGO community.

Global partnerships

We need to reinvigorate our existing partnerships and build new ones.

With the UN system

1. Whether the Union can develop an effective link with the Commission for Sustainable Development will depend on the precise form in which the Commission is constituted, and the extent to which the effectiveness of ECOSOC, its parent body, is increased. For IUCN's involvement to be worthwhile, there must be an opportunity for real partnership. If the UN continues to treat organizations like IUCN as second-class citizens, able to listen to debates but little able to speak or contribute to policy, then it is unlikely that it will be worth our while investing much effort or resources in active participation.
2. The Ecosystem Conservation Group, as an informal discussion group of the UN agencies

- concerned with sustainable development and environmental conservation, with major environmental bodies like IUCN, WWF or WRI, has great potential value, but needs to be made more effective. It could be used to discuss the scope for joint action, for example, in shared topics like environmental education, as well as to relate programmes to one another.
3. IUCN should forge new bilateral partnerships with individual UN agencies, on the basis of a critical review of roles and of Agenda 21. Adnan Badran (pp. 73–77) indicated some possible areas for such collaboration with UNESCO. Biosphere reserves and the World Heritage Convention are obvious areas for continuing close cooperation. IUCN must also retain close links with the Secretariats of other international conventions (Ramsar, CITES, Biodiversity, Migratory Species).

With multilateral development banks (MDBs) and bilateral official development agencies (ODAs)

1. IUCN should seek a role as adviser to these institutions on the environmental elements of their programmes, and on the investment strategies that are likely to contribute best to sustainability.
2. If IUCN adopts an advisory relationship, especially with the MDBs, it must accept that this will probably prevent it from tendering to execute projects. However IUCN can and should promote the capability of our members on the ground to carry out such work.
3. IUCN should press MDBs and ODAs to establish new relationships with NGOs, in which NGOs are equal partners and are involved at all project stages.

With the business community

IUCN must now urgently develop links with the business community:

1. IUCN has been suggested as the most logical partner, at global level, for the Business

Council for Sustainable Development (pp. 86–87). The Union needs to explore just what such partnership would involve.

2. Whether or not IUCN adopts that role, it must now take practical measures to engage in dialogue with the business community.
3. A particular aim of such dialogue must be to work out how to implement the statements in *Caring for the Earth* to the effect that we can have sustainable development and yet retain the benefits of modern technology. None of the developed countries has yet evolved a way of putting this into practice.
4. As a step towards these partnerships and dialogues, the Director General plans to invite a small group of senior industrialists, including Stephan Schmidheiny, to a round-table workshop, to be held if possible in early 1993.

With the scientific community and others

1. Closer links with the International Council of Scientific Unions (ICSU), its Scientific Committee on Problems of the Environment and its other Special Committees are important.
2. Links should be established or strengthened with groups representing the environmental interest and knowledge of indigenous peoples groups, youth, women and the religious community.

Implications for IUCN staff

To do the tasks above, we need:

- better skills in communications, to ensure exchange of views and information between IUCN and its members;
- to be better at networking;
- to learn how to be trainers, or at least to learn how to train the trainers;
- more skills in strategic planning.

Conclusion

The concluding message I take from this Symposium is that the strategic planning exercise we have embarked on contains the right elements. We are looking at our mission and constituency. We are looking at the way our organization can be adapted to respond to the needs of the future. We are looking sharply at our strengths and

weaknesses. We are recognizing increasingly the crucial role of communications. We are thinking about that puzzling term "marketing" while recognizing that what it means in IUCN's particular case is gaining support for the visions and services that we have to offer. And we are recognizing that it is only through this process that we will gain the financial support essential for the Union to survive.

Tour d'horizon

**Martin W. Holdgate, Directeur général
et Hugh Synge, rapporteur**

Le Symposium a été résumé le 4 novembre par Martin Holdgate, Directeur général. Au lieu de se contenter d'un compte-rendu impartial de chaque discours, il a essayé d'en extraire la substantifique moelle et d'en tirer des leçons pour l'UICN, tout en ajoutant des points qui, même s'ils n'ont pas été abordés durant le symposium, lui semblent pertinents. Il a toutefois fallu apporter quelques modifications au moment de la mise en forme définitive—d'abord pour donner une image aussi complète que possible de la réunion et ensuite, pour tirer des enseignements en bloc et non pas au cas par cas. Les notes prises par Hugh Synge, rapporteur, ont été incorporées au texte de Martin Holdgate.

La présente section, intitulée "Tour d'horizon" parce qu'il ne s'agit pas d'un véritable résumé, est le fruit de ce travail. La deuxième section, "Leçons pour l'UICN" (pages 21–25) , a été préparée de la même manière. Nous prions les orateurs de bien vouloir nous excuser si nous avons souligné des points ou des passages qu'ils considéraient moins importants que d'autres, que nous avons omis. Les deux sections du présent document engagent notre seule responsabilité.

En ouvrant le symposium, notre Président, Sir Shridath Ramphal, a planté le décors en dépeignant le monde comme un grand pays dont nous sommes tous citoyens. Bien qu'imparfaitement appliqué, le concept de durabilité est ancien. La croissance industrielle s'est souvent faite aux dépens de l'environnement. Le "Nord" pas plus que le "Sud" ne peut résoudre ses problèmes seul et le nationalisme teinté d'isolationnisme n'a aucun avenir. En fait, nous sommes des triples citoyens—de nos communautés locales (l'environnement dans lequel nous vivons), de nos nations et de la planète. Sir Shridath nous rappelle

aussi nos responsabilités éthiques—à l'égard des autres formes de vie, des générations futures et de la vie humaine en tant que telle. Sir Shridath a fait une remarque particulièrement éloquente en disant que le Forum des ONG fut véritablement un Forum Mondial, tous les seuls drapeaux en vue portaient l'emblème de la Terre, alors que le Sommet, tenu sous les drapeaux nationaux, ne fut rien d'autre qu'une conférence intergouvernementale.

Richard Sandbrook, en citant Maurice Strong, a évoqué le succès mitigé du Sommet de la Terre. Il a, à juste titre, souligné que si Action 21 est peut-être une encyclopédie impossible à mettre en pratique, c'est aussi le train de mesures le plus complet et le plus vaste jamais adopté, avec l'aval de la plus grande assemblée de chefs d'Etat et de gouvernement de l'histoire. Action 21 et les autres documents issus de Rio font ressortir des points essentiels, en particulier le fait que la sécurité de l'humanité est très largement tributaire de l'environnement, et que le Nord doit absolument modifier ses habitudes de consommation pour permettre au Sud d'avoir un "espace écologique". Maurice Strong a vivement recommandé l'instauration d'une nouvelle forme de "partenariat" mondial pour le développement durable, articulé autour de quatre éléments: une nouvelle économie intégrant les valeurs environnementales et dont l'application exige de nouveaux instruments, de nouveaux régimes de sécurité, de nouveaux accords juridiques (reconnaissant toutefois que le droit international de l'environnement doit être accepté, respecté et appliqué par les nations); et un système multilatéral renouvelé et revigoré. Mais nous avons avant tout besoin d'une nouvelle éthique de la Terre pour guider les peuples et les nations.

Comme l'a cependant aussi fait remarquer David Runnals, Rio a en fait adopté un ordre du jour largement dépassé, qui consistait à concilier l'environnement et le développement au coup par coup au lieu de jouer la carte gagnante du développement durable. Rio n'a pas non plus réussi à mobiliser les fonds sans lesquels Action 21 est voué à rester lettre morte. Pour notre Président, et c'est le point de vue d'un homme politique chevronné, Rio a frôlé la catastrophe et son suivi sera son point faible. De l'avis de Sir Shridath, il est peu probable que l'on accorde à la Commission du développement durable le pouvoir dont elle a besoin pour être efficace. L'importance unique de l'IUCN s'explique, nous l'avons appris, par l'occasion concrète qui s'offre à elle de combler le fossé séparant les gouvernements des ONG et d'offrir un "leadership" différent. De plus, l'IUCN peut aider à renforcer les capacités des communautés locales ce qui, comme on l'a souligné à Rio, est une des clés du succès.

L'opinion publique admet généralement que Rio a plus que prouvé que les gouvernements et le système des Nations Unies ne pouvaient, à eux seuls, relever les défis auxquels nous sommes confrontés. Le secteur privé est un partenaire clé à cet égard. Stephan Schmidheiny, président du Business Council for Sustainable Development, nous a montré que ce secteur est en train de s'orienter vers l'éco-efficacité. L'IUCN doit aider à encourager cette tendance. Les gouvernements doivent, quant à eux, apporter une contribution en adoptant une attitude plus compréhensive et plus avisée vis-à-vis de l'industrie, non pas en se montrant critiques mais en s'engageant à rechercher des solutions pratiques. Le message essentiel de Stephan Schmidheiny est peut-être l'importance du "partenariat", notamment au niveau des communautés locales. Les liens avec le secteur privé doivent se placer à un niveau stratégique, c'est-à-dire en collaboration avec les directeurs généraux des entreprises, les ministres et les responsables des grandes organisations de conservation. Il affirme sans ambages qu'il est impossible de protéger l'environnement et de parvenir au développement sans l'industrie et la technologie.

Un plan d'action en quatre volets se dégage de cette analyse. Premièrement: des marchés compétitifs libres (et la suppression des subventions agricoles qui faussent la concurrence). Deuxièmement: la

démocratisation, nécessaire dans de nombreux pays et liée (troisième point) à l'efficacité des gouvernements et à l'éradication de la corruption. Et enfin, une réforme des comptabilités nationales et des systèmes fiscaux.

Dans son exposé, David Runnalls souligne que les questions socio-économiques sont une composante légitime de la politique environnementale et la condition sine qua non de son succès. La CNUED aurait dû placer l'environnement au centre des politiques internationales. Les ministères des Finances doivent réaliser que ne pas protéger et améliorer l'environnement coûte plus cher que de le faire. Voilà pourquoi il est essentiel que les systèmes de comptabilité nationale soient remaniés pour refléter le coût réel de la négligence environnementale pour les nations.

David Runnalls donne aussi une illustration réconfortante d'un "partenariat" dépassant les divisions traditionnelles. Dans l'Ontario, ministres, industriels et groupes de défense de l'environnement oeuvrent de concert à l'élaboration d'une stratégie de durabilité. Voilà un message vital pour les ONG; en effet, si elles veulent réorienter la société et le gouvernement, comme beaucoup le font déjà clairement, l'idéal est de s'unir avec d'autres ONG et de former un "partenariat" avec le gouvernement, l'industrie, les syndicats et d'autres secteurs clés de la société. Le système de la table ronde instauré au Canada pourrait servir de modèle à cet égard (la séance de discussion a révélé qu'une méthode similaire avait aussi été utilisée en Nouvelle-Zélande).

Josué Tanaka souligne le volume impressionnant des flux commerciaux en comparaison avec l'aide officielle au développement—différence qui se situe à deux niveaux: non seulement le volume de l'aide est insuffisant, mais la situation économique force certains pays donateurs à réduire leur budget d'aide ce qui fait que, même si de nouvelles activités environnementales sont financées, elles le sont aux dépens d'autres domaines. On constate en outre de plus en plus que l'aide s'oriente vers des problèmes mondiaux, par exemple par le truchement du Fonds pour l'environnement mondial. La conclusion est simple: l'aide officielle ne sera pas le principal instrument financier du développement durable.

Comme l'attestent de nombreux exemples, l'aide officielle n'est pas non plus particulièrement efficace.

M. Tanaka estime que les organismes d'aide au développement savent mieux parler globalement qu'agir localement. Il nous propose plusieurs actions:

- l'aide officielle devrait être plus "catalytique", notamment en encourageant l'industrie à contribuer davantage au développement durable;
- le succès de l'aide au développement doit se mesurer à ses résultats pratiques et non pas à l'aune de ses dépenses totales;
- la formation et les capacités locales doivent avoir une place nettement plus grande dans les projets d'aide au développement, dont les principaux bénéficiaires sont trop souvent les consultants expatriés;
- le gouvernement local, les services publics et les organisations non gouvernementales doivent avoir la possibilité réelle de collaborer avec les systèmes d'aide au développement;
- la portée et la souplesse des instruments financiers et des réseaux d'aide au développement doivent être accrues.

Adnan Badnan a souligné les mesures prises pour réviser le système des Nations Unies depuis la CNUED. Grâce au Sommet de Rio, la communauté internationale a reconnu un fait admis depuis plusieurs années par beaucoup d'organisations des Nations Unies, y compris l'UNESCO, à savoir, que l'environnement et le développement sont indissociables. Le développement durable est aujourd'hui l'un des trois points clés de l'ordre du jour international, avec la paix et les droits de l'homme. L'interdépendance Nord/Sud est admise comme un fait de la vie moderne. Il a été largement reconnu que le système des Nations Unies et les gouvernements ne pouvaient pas, à eux seuls, relever les défis à venir, mais devaient établir de nouveaux liens de collaboration avec le monde de la science, des entreprises et des ONG. Au sein du système des Nations Unies, la Commission du développement durable établira des contacts avec les ONG. De nouvelles dispositions pour la coordination interorganisations sont en préparation. L'UNESCO est elle-même en train d'axer son travail sur des points spécifiques d'Action 21, notamment la diversité biologique, se lance dans de nouvelles activités intersectorielles dans le domaine de l'environnement et

du développement et a l'intention de maintenir sa collaboration étroite avec l'UICN.

Yolanda Kakabadse nous a rappelé la connotation dédaigneuse et quelque peu insultante de l'expression "organisation non gouvernementale", qui insiste sur le "négatif". Depuis la CNUED, nous avons réalisé que nous devions redéfinir le rôle des ONG et leur trouver une appellation plus appropriée. Dans le domaine qui nous concerne, la plupart de ces organisations sont des groupes politiques et d'action, motivés par la conservation et le développement durable.

Cependant, il ne suffit pas de rebaptiser les ONG pour résoudre le problème essentiel, à savoir que les gouvernements dominent les débats internationaux, contrôlent le système des Nations Unies et craignent la critique voire, le bouleversement de leurs plans d'action inspirés par la prudence. S'il est impossible de renverser cette situation, nous pouvons tout de même essayer de faire pencher la balance en faveur des ONG. Depuis la participation sans précédent des ONG à la CNUED, que ce soit à travers le Forum mondial ou les délégations nationales, nous devons encourager les gouvernements à continuer de leur faire bon accueil et à rendre cette participation permanente. Nous devons, de pied ferme, trouver les moyens de faire perdurer le dynamisme des ONG; l'expérience de la CNUED a montré que des petites ONG énergiques de pays en développement pouvaient conserver leur influence par des moyens de communication très simples.

L'UICN doit revoir ses critères d'admission relatifs aux ONG et les avantages qu'elle peut offrir à ce type de membres. Pour reprendre certaines remarques du Directeur général à Rio, si l'Union a l'intention de s'autoriser à parler au nom de ses membres, elle doit veiller à ce que l'élaboration d'une position commune se fasse sans porter préjudice à leur diversité, leur engagement et leur dynamisme. Les appels des ONG, notamment de membres récents de l'UICN venant du Sud, choquent certains membres fondateurs et Etats membres de l'Union. Nous devons savoir s'il s'agit simplement d'une tension créatrice que l'Union peut surmonter, ou plutôt d'une source de friction qui pourrait aboutir à une fission. Mais, avant tout, nous devons veiller à ne rien faire qui puisse menacer notre rôle premier: servir de lien constitutionnel entre les gouvernements et la communauté non gouvernementale.

La capacité de l'IUCN à relever ces défis mérite analyse et, dans son exposé, Jay Hair nous met sur cette voie. La force de l'IUCN réside, entre autre, dans la composition unique de ses membres, ses commissions et ses réseaux d'experts, son personnel formé de professionnels, ses réseaux décentralisés, sa position financière (néanmoins vulnérable car reposant sur une base étroite), et sa croissance rapide. Mais il ne faut pas oublier l'envers de la médaille: la croissance risque, surtout en 1992, de dépasser la capacité de gestion.

L'Assemblée générale et le Conseil risquent de ne plus pouvoir répondre aux demandes d'une organisation beaucoup plus vaste, dont le caractère a changé depuis la création de ces organes. Notre mission est encore tout sauf claire et elle est insuffisamment connue voire, reconnue par le personnel comme étant la base de son propre plan de travail. Ce n'est que cette année, en 1992, que nous avons entamé une planification stratégique.

L'exercice de la planification stratégique est néanmoins une excellente occasion de combler certaines de ces lacunes. Il devrait offrir à l'IUCN un énoncé clair de sa mission et lui permettre de mieux connaître ses partenaires. Cet exercice devrait s'appuyer sur trois éléments qui sont la clé du succès de toute organisation: Excellence, Innovation et Anticipation, afin que l'organisation occupe la bonne place au moment opportun, en s'appuyant sur des programmes novateurs et de qualité.

Pour profiter pleinement de ces possibilités, l'Union doit continuer à se décentraliser. Nous devons renforcer notre capacité institutionnelle, afin de pouvoir développer nos réseaux, obtenir des ressources, former du personnel et coopérer efficacement, et aussi afin de poursuivre la planification stratégique et de dynamiser notre fonctionnement. Cela devrait aboutir à une renforcement et à une diversification des sources de financement. Nous avons besoin d'une plus grande collaboration avec les ONG membres, de liens avec les peuples indigènes, les jeunes, les femmes et d'autres entités comme les communautés religieuses, autant d'éléments cruciaux pour la mise en oeuvre de Sauver la Planète et d'Action 21. Ce n'est qu'en nouant ce type de liens que l'IUCN pourra adopter un véritable rôle de "leadership" et devenir un avocat crédible.

Charles de Haes, dont l'exposé s'inspire largement des réponses des membres au questionnaire qu'il leur a

adressé, s'est intéressé à un autre aspect de notre réponse à ces défis. Qu'attend le monde de l'IUCN. Cet exposé s'ouvre sur un dilemme auquel la préface fait allusion—l'IUCN est-elle avant tout un organisme d'experts de la conservation de la nature (y compris l'utilisation durable des espèces sauvages) ou plutôt un organisme de développement durable, insistant néanmoins sur le fait que le développement doit se fonder sur la conservation? Souffre-t-elle de ce compromis difficile?

Parmi les critiques révélées par l'enquête de Charles de Haes, plusieurs étaient prévisibles. Mais un certain nombre de questions sérieuses ont été soulevées, notamment:

- *l'IUCN devrait-elle insister davantage sur le soutien aux membres et, dans ses projets de terrain, doit-elle toujours collaborer avec les membres? Doit-elle tenir compte de ceux qui la prient instamment de ne pas privilégier le travail de terrain s'il doit éroder notre contribution à l'élaboration de politiques?*
- *le Secrétariat de l'IUCN est-il trop affirmatif dans ses conseils? Si tel est le cas, comment y remédier, étant donné que de nombreux membres nous demandent d'adopter un rôle plus dynamique?*
- *l'IUCN donne-t-elle une fausse image d'elle-même? La plupart des membres de notre personnel sont basés et travaillent dans le Sud, mais donnent trop souvent l'impression de travailler à la manière du "Nord". Nous ne devons pas non plus paraître trop riches et devons en permanence surveiller la manière dont nous dépensons nos ressources;*
- *consultons-nous suffisamment nos membres? Charles de Haes a reçu davantage de réponses à une circulaire que nous n'en avions reçues à deux numéros d'Interact. La communication de l'IUCN doit revêtir la forme qui sied le mieux à ses membres et non pas celle que le Siège estime leur convenir;*
- *mais avant tout, le Conseil et le Secrétariat écoutent-ils suffisamment les membres, même lorsqu'ils estiment qu'ils font fausse route?*

Pour l'aspect positif, les réponses révèlent un souhait clair et net de voir l'Union jeter des ponts entre les

gouvernements et les ONG. Les membres souhaitent être consultés beaucoup plus souvent sur les priorités des programmes et participer plus activement aux activités de l'Union. Un autre souci, déjà exprimé à l'Assemblée générale de Perth en 1990, concerne l'équilibre entre conservation de la nature et développement durable. Les réponses sont clairement favorables au développement de réseaux et à la régionalisation—tous deux inscrits dans la politique de l'UICN—certains membres souhaitant néanmoins que le processus de décentralisation s'accélère et s'étende aux Commissions. Certaines lettres demandent aussi à l'UICN de se diriger vers un "leadership" plus positif, même si, au Secrétariat, d'aucuns estiment que l'Union ne peut prétendre à un tel rôle, mais seulement l'acquérir par la qualité de son travail. D'autres lettres enfin demandent clairement une amélioration de la communication et de la consultation, autant de points qui méritent d'être sérieusement évalués dans le processus de planification stratégique.

A propos de ce que nous pouvons offrir, Aban Kabraji a souligné que notre force réside en partie dans notre complexité. Notre efficacité dépend de notre structure unique, notre capacité de collaboration, la qualité des avis que nous émettons, et la capacité d'éviter de rivaliser avec nos membres et partenaires. Le processus d'élaboration de la Stratégie nationale de conservation du Pakistan illustre la qualité des services que peut offrir l'UICN, en aidant un Etat membre tout en établissant de nouveaux liens de collaboration. Ce processus a permis aux ONG nationales d'acquérir une nouvelle importance et a suscité la création de nouvelles ONG. Mais nous ne fonctionnons pas encore à plein rendement au Pakistan, pourtant l'un des pays où nous sommes le plus actifs.

Notre régionalisation a été particulièrement marquée dans le Sud. Quant aux réseaux du Nord, reliant entre eux les membres des pays développés, ils ont été quelque peu négligés. Les problèmes du développement durable dans le Sud et dans le Nord sont liés; de plus, certains des principaux freins à l'avènement d'une société durable viennent du Nord. Les réseaux de l'Union doivent par conséquent être élargis en direction du Nord. Les liens de l'assistance et du commerce doivent être améliorés, de même que les liens entre l'aide sous forme d'investissements et la sécurité. Si nous voulons résoudre ces problèmes, nous devons

absolument établir des réseaux et des liens Nord-Sud et Sud-Sud. En prenant tous ces éléments en considération, nous permettrons à une Union très différente de se développer. Le défi à relever: faire en sorte que notre Union permette à toutes les initiatives de s'apporter des avantages mutuels, au lieu de la laisser se diviser en une multitude de petites unions, au risque d'éclater.

Dans le courant de la discussion, Mike Cockerell a soulevé une question qui nous est familière sur la nécessité de concentrer et focaliser nos activités. Sur quelles régions devons-nous nous concentrer? Quels services faut-il leur offrir? En fait, qui doit décider des priorités—les membres peuvent-ils véritablement le faire à l'occasion des Assemblées générales? Même si les membres souhaitent que l'Union devienne plus active et précisent dans quels domaines, cela dépend des fonds disponibles. Ainsi, nous avons grand besoin d'un processus de planification, fondé sur une analyse de qualité et réalisant ses objectifs par une communication hors pair.

Mark Halle a souligné que la plupart des ingrédients de l'avenir de l'UICN avaient été mis en avant. Mais nous devons voir l'Union dans une perspective historique, car notre image est encore fortement ancrée dans notre passé et notre capacité à répondre est en partie limitée par la façon dont nous nous sommes développés. L'Union est née sous la forme d'un réseau, avec une petite "centrale" et la capacité de réunir des experts au sein des Commissions et d'offrir une synthèse unique de l'information. Dès le début, notre champ d'action a commencé à s'élargir progressivement, le secteur gouvernemental devenant plus influant, les activités s'élargissant dans les pays en développement, de même que la portée du Programme. La Stratégie mondiale de la conservation fut, d'une certaine manière, le premier plan stratégique de l'UICN et entraîna une bouleversement du fonctionnement de l'Union. Les liens entre la conservation et le développement ont modifié nos activités, stimulé la croissance du Secrétariat et expliquent le rôle financier prépondérant joué par les organismes d'aide au développement. Ils ont aussi accru notre participation aux programmes de terrain; grâce à cette expérience, l'UICN a acquis réalisme et sens pratique, noué de nouveaux liens de collaboration et acquis de nouvelles possibilités.

Mais une question se dégage du Symposium et du Plan stratégique: et maintenant? Comme nous l'avons déjà dit, la CNUED a démontré que les gouvernements et les organismes intergouvernementaux ne pouvaient à eux seuls résoudre les problèmes auxquels ils sont confrontés. De nouvelles alliances s'imposent et—si l'IUCN recherche et assume le rôle de "leadership" que plusieurs orateurs ont suggéré—elle est vouée à subir de nouveaux changements.

Mark Halle a établi quelques prédictions: une révision complète du système de direction de l'Union, et un renforcement des liens avec les membres, afin que l'IUCN soit véritablement "menée" par ses membres. Il prévoit en outre que le rôle du Siège sera davantage axé sur la coordination centrale et la synthèse, les bureaux nationaux et régionaux devenant de plus en plus les centres des activités et de la formulation du programme.

Il y aura également des changements au niveau du Programme: l'Union privilégiera de moins en moins les projets de terrain, tout en conservant un certain nombre, car l'IUCN ne saurait se passer de l'expérience pratique pour vérifier ses nouveaux concepts. Le travail de l'Union s'orientera de plus en plus vers l'élaboration d'outils politiques. Le Programme aura pour tâche essentielle de clarifier les problèmes à caractère politique, d'intégrer les connaissances des sciences naturelles et sociales dans les politiques, de développer les services et d'accroître le renforcement des institutions et moyens dans le monde entier, autant de tâches qui seront fondées sur une mission clairement établie et menées par des partenaires bien définis, et dont le succès dépendra de la qualité de la communication. Il faut que l'Union abandonne progressivement le "havre de paix de la protection de la nature" pour le "monde infiniment plus difficile mais combien plus gratifiant du développement durable".

Nous en arrivons ainsi à la planification stratégique. Angela Cropper nous a rappelé que nous devions choisir notre destination ou du moins, notre direction, avant de pouvoir aller quelque part. Sauver la Planète offre à l'IUCN une description complète de sa mission, ainsi qu'une vision édifiante. A mesure que nous irons de l'avant, nous aurons besoin d'une grande clarté de langage et d'une bonne connaissance du type de

paysage qui nous attendra. Nous avons certains choix à faire: nous pouvons nous en tenir à notre mission ou la redéfinir en fonction des besoins actuels (tels que nous les comprenons). Nous pouvons nous diversifier, suivre de nombreuses voies différentes de manière opportuniste, et accepter la grande insécurité que cela entraînerait. Le choix final dépendra de nos partenaires (tels que nous les définissons), car une organisation peut être conduite par sa mission mais doit être conduite par ses partenaires. Avant de choisir, nous devons comprendre l'IUCN, son contexte et ses objectifs. Nous devons rester créatifs et en avance sur notre temps. Mais, puisque nous ne pouvons pas œuvrer seuls, qui doivent être nos partenaires? Exclusivement nos membres? Le système intergouvernemental (comme cela a souvent été défendu durant le symposium)? Autant de questions qu'il convient de prendre en compte dans le processus de planification stratégique.

Ces points nous ont amené à une discussion finale, durant laquelle Antonio Machado a souligné la nécessité de revoir le mécanisme de direction qui relie le Conseil aux membres. Il nous faut un système nettement amélioré pour consulter les membres, et les comités nationaux pourraient être des agents très importants à cet égard. Ces liens nous permettraient de mieux définir la politique souhaitée par nos membres. Là aussi, la communication est cruciale, et l'idée émise durant le symposium, à savoir qu'en améliorant la communication il n'y aurait plus besoin de planification stratégique, semble contestable. Si une organisation doit effectivement être menée par ses membres, il est totalement irréaliste d'imaginer que toutes les idées mises en avant par les membres peuvent être intégrées dans le plan; elles doivent d'abord être "digérées". De plus, il est essentiel que les politiques de l'Union aient une continuité.

Il a été souligné à plusieurs reprises durant le symposium que l'IUCN était un agent de l'élaboration des politiques sociales. Notre but est de contribuer à l'instauration d'un avenir pour l'humanité qui soit à la fois durable dans les limites de la nature, et sain sur le plan culturel, économique et écologique. Telle est la leçon centrale qui se dégage de toutes celles que nous présentons dans le document qui suit.

Leçons pour l'UICN

Martin W. Holdgate, Directeur général

Le symposium a souligné deux nécessités centrales. L'UICN doit:

- se conformer à sa mission
- être guidée par ses membres.

L'exercice de planification stratégique correspond à une tentative de redéfinition des objectifs et activités de l'UICN autour d'une mission claire.

Rôle de porte-parole

Le symposium a rappelé l'un des messages de l'Assemblée générale, à savoir que l'UICN devrait jouer un plus grand rôle de porte-parole actif—ne pas simplement se contenter d'élaborer de bonnes politiques mais aussi aller les défendre dans l'antichambre du pouvoir. Elle devrait inscrire, au cœur de sa mission, le devoir d'influencer "la prise de décision personnelle et publique".

Le symposium a aussi mis l'accent sur trois domaines particuliers où l'UICN pourrait être un porte-parole actif.

1. En obtenant la reconnaissance de l'impératif stratégique de la conservation et en soulignant que les dommages causés au Sud menacent le Nord et que la sécurité de tous les pays dépend de l'instauration d'un mode de vie durable au niveau planétaire. Cette reconnaissance est peut-être la seule clé qui puisse débloquer une aide suffisante du Nord au développement durable du Sud.
2. En ne cessant de mettre l'accent sur l'interaction entre population, ressources et pauvreté et sur la nécessité de comprendre les rôles sociaux, y

compris celui des femmes dans la réalisation du développement durable.

3. En pressant les gouvernements de procéder à une transition rapide vers une comptabilité tenant dûment compte de tous les coûts, de manière que le système économique cesse de saper la durabilité en manquant d'évaluer correctement les ressources naturelles et les coûts des dommages causés à l'environnement.

Le Programme de l'UICN

PAR M. HOLDGATE, DIRECTEUR GÉNÉRAL

Il convient de mieux intégrer les différentes parties de notre Programme. La coordination entre secteurs sera particulièrement cruciale dans des domaines tels que l'application de la Convention sur la diversité biologique.

Nous devons réévaluer le Programme à la lumière d'Action 21. Nous pouvons jouer un rôle dans l'application de ce document mais devons nous concentrer sur nos domaines de compétence.

Nous devons faire preuve de discernement en élargissant notre Programme pour ne pas amoindrir notre compétence ou diluer notre image. Nous devons préserver nos aptitudes traditionnelles en matière de protection de la nature mais aussi mettre à profit notre expérience récente dans le domaine du développement durable.

Nous pouvons nous améliorer sur notre propre terrain. Nous pouvons fournir des avis experts plus nombreux et meilleurs aux niveaux national et local et nous pouvons faire mieux dans les domaines de notre Programme traditionnel qui ne sont pas encore à la hauteur, comme les travaux de conservation marine, ou

qui font défaut, comme la conservation des ressources phytogénétiques.

En préparant notre Programme, nous devons mobiliser nos membres plus efficacement et veiller à en faire des partenaires de travail.

Nous devons continuer de nous éloigner des projets de terrain pour nous consacrer (a) à l'analyse de politiques et à la mise à disposition d'instruments politiques, (b) au renforcement des institutions et (c) à la mise à disposition de services experts. Ce mouvement—accompagné de la décentralisation—nous permet d'impliquer plus facilement nos membres dans le programme, de manière plus interactive.

Il faut aussi que nous apprenions à mieux tirer les leçons de nos projets et à transmettre ces leçons. Nous devrions examiner ce qui conduit à la réussite—que ce soit le fait de tirer les leçons de notre expérience, des pratiques autochtones ou des échecs et succès des autres.

Nous devrions, avec nos partenaires de Sauver la Planète, jouer un rôle de premier plan dans le développement d'une éthique de la Terre. A la différence d'Action 21, Sauver la Planète s'ouvre sur une dimension éthique et c'est de là qu'il faut partir.

Certaines parties de notre Programme ont peut-être besoin de changer d'orientation. Il a été suggéré que les travaux de l'IUCN en droit de l'environnement s'orientent:

1. vers l'aide à la mise en oeuvre et à l'application au niveau national et vers l'encouragement d'une harmonisation des lois nationales plutôt que vers la préparation de nouveaux instruments internationaux;
2. vers la simplification du droit international, en particulier dans le cadre d'un unique instrument juridique unificateur (le Pacte sur la conservation de l'environnement et le développement durable—voir page 86);
3. de manière à accorder une attention particulière à l'interface et aux conflits potentiels d'interprétation entre les lois sur le commerce et les lois sur l'environnement.

Décentralisation

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Le processus entamé pour décentraliser le Secrétariat de l'IUCN aux niveaux régional et national, assorti d'un rôle accru pour les forums régionaux, les Conseillers régionaux et les membres doit se poursuivre et s'étendre aux Commissions.

La régionalisation est nécessaire dans les pays aussi bien industrialisés qu'en développement. Nous devrions encourager les liens Nord-Sud et Sud-Sud entre les membres.

Au niveau national, les stratégies nationales de conservation resteront un des piliers du travail de l'IUCN. Il conviendrait de changer leur nom pour: "stratégies nationales de développement durable", ce qui illustre leur véritable nature. En aidant les pays à les préparer, nous les aidons à remplir les engagements qu'ils ont pris en vertu de la CNUED.

La grande force de ces stratégies est qu'elles sont profondément enracinées dans les pays concernés et préparées dans le cadre d'un processus interne, l'IUCN facilitant les choses. L'Union ne se métamorphose pas en groupes d'experts expatriés pour préparer des études générales à court terme.

Les Délégations régionales et les Bureaux nationaux devraient améliorer leur capacité d'analyse de politiques et, dans les pays concernés, demander aux membres de l'Union leurs avis en matière de politique. L'IUCN doit faire cela non seulement au niveau national mais aussi aux niveaux provincial et local. Il importe que l'Union aide les communautés locales à mettre au point leurs plans et politiques. Enfin, l'Union doit collaborer aussi bien avec le monde des affaires et du commerce qu'avec les gouvernements et les ONG de l'environnement.

Il faudrait encourager l'institution de comités nationaux ou autres groupements de membres gouvernementaux et non gouvernementaux et avoir recours à leurs avis. Ces groupes ont la capacité de promouvoir une compréhension mutuelle entre gouvernements et ONG et de servir de forums nationaux pour le dialogue.

L'IUCN devrait inciter à la création de bons systèmes nationaux de consultation à l'image des systèmes

pilotes mis en place en Nouvelle-Zélande (page 87) et au Canada (pages 63–66, 96). Ils permettent de porter les problèmes écologiques au plus haut niveau du gouvernement, de créer des liens intersectoriels et de renforcer le processus de planification démocratique et ouvert dans tous les pays.

Dans la mesure du possible, les Délégations régionales et Bureaux nationaux de l'UICN devraient travailler "en amont", à l'étape de la planification et de la conception, du processus d'aide, afin de mobiliser les communautés vis-à-vis de la préparation de projets. Les membres de l'UICN qui collaborent avec les Délégations et Bureaux de l'UICN et avec les Bureaux nationaux d'organismes d'aide au développement peuvent apporter une importante contribution au processus.

Communication et constitution de réseaux

Beaucoup a été fait pour améliorer la communication entre l'UICN et ses membres mais cela ne suffit pas.

Interact doit être revu pour veiller à ce qu'il corresponde vraiment à ce que veulent les membres et non ce que nous pensons qu'ils veulent. Interact devrait accueillir le point de vue des membres et sa rédaction servir de médiateur, en cas d'erreur ou d'affirmation trop péremptoire du Secrétariat. Il doit compléter le Bulletin qui est, essentiellement, le journal interne de l'UICN. Les Délégations régionales et les Bureaux régionaux, les Commissions et certains Programmes publient aussi des bulletins et nous devrions demander à nos membres leur avis sur les moyens de les rendre plus efficaces.

La direction

Le système de direction doit être revu. L'Assemblée générale ne suffit plus comme forum définissant la politique de l'Union. Il pourrait être nécessaire de la renforcer par des assemblées régionales.

Le Conseil a également besoin d'être revu. Les Conseillers régionaux doivent être en contact avec les membres qu'ils représentent et il faudra peut-être des

fonds pour ce faire. De tels liens pourraient être noués par l'intermédiaire de Comités nationaux ou régionaux, par exemple.

A mesure que nous décentralisons et que nous sommes de plus en plus guidés par nos membres, notre système de direction fournira les moyens de concentrer la diversité des opinions des membres.

Les ONG membres

LEADERSHIP FOR THE FUTURE

L'UICN doit traiter ses membres—gouvernementaux et ONG—sur pied d'égalité: des liens plus solides devraient être établis avec la communauté des ONG. En particulier:

1. les Etats membres doivent être encouragés à créer des mécanismes d'appui et de consultation pour leurs ONG nationales;
2. les petites ONG dynamiques doivent être soutenues, éventuellement par la création de groupements d'association ne pouvant se permettre d'appartenir individuellement à l'UICN; ces groupements seraient reliés à l'intérieur de forums nationaux ou régionaux ou de Comités nationaux ou même formeraient une ONG représentative qui pourrait devenir membre de l'UICN et porter un message à l'Assemblée générale;
3. il convient de définir une mission convaincante de l'UICN: cela permettra de faciliter la décision quant aux ONG qui peuvent devenir membres. Actuellement, le nombre de candidatures à la qualité de membre de l'UICN connaît un regain bienvenu mais le Conseil a de la difficulté à juger lesquelles sont admissibles. Il est difficile également de dire aux éventuels candidats s'ils ont ou non leur place dans la famille de l'UICN;
4. d'un côté, l'UICN doit aider les ONG à élargir leur rôle, leurs capacités et leur confiance; de l'autre, elle doit promouvoir des normes de pratique éthiques au sein de la communauté des ONG.

Collaboration au niveau mondial

Nous devons revitaliser nos liens de coopération existants et en créer de nouveaux.

Avec le système des Nations Unies

1. La capacité de l'IUCN d'établir des liens de collaboration réels avec la Commission du développement durable dépendra de la forme précise que prendra la Commission et de la mesure dans laquelle l'efficacité de l'ECOSOC, son organe directeur sera améliorée. Pour que la participation de l'IUCN vaille la peine, il faut qu'une collaboration réelle soit possible. Si l'ONU continue de traiter les organisations comme l'IUCN comme des entités de seconde zone, aptes à écouter les débats mais bien peu à parler ou à contribuer à la politique, il est peu probable qu'il vaille la peine d'investir trop d'efforts ou de ressources pour une participation active.
2. Le Groupe de conservation des écosystèmes qui est un groupe de discussion informel des institutions des Nations Unies concernées par le développement durable et la conservation de l'environnement et qui comprend des organismes importants tels que l'IUCN, le WWF et le WRI offre un immense potentiel mais doit être rendu plus efficace. Dans le cadre du Groupe, on pourrait discuter des possibilités d'action conjointe, par exemple dans le domaine de l'éducation à l'environnement, ainsi que de la coordination des programmes entre eux.
3. L'IUCN devrait forger de nouveaux liens de collaboration bilatéraux avec différentes institutions des Nations Unies, sur la base d'un examen critique des rôles et d'Action 21. Adran Badran a indiqué (pages 73-77, 98) certains domaines de collaboration possible avec l'UNESCO. Les réserves de biosphère et la Convention du patrimoine mondial sont des domaines privilégiés où la coopération étroite doit se poursuivre. L'IUCN doit aussi maintenir des liens étroits avec les secrétariats de conventions

internationales (Ramsar, CITES, diversité biologique, espèces migratrices).

Avec des banques multilatérales de développement (BMD) et avec des agences officielles d'aide bilatérale au développement (ABD)

1. L'IUCN devrait chercher à jouer un rôle de conseiller auprès de ces institutions sur les aspects "environnement" de leurs programmes et sur les stratégies d'investissement susceptibles de mieux contribuer à la durabilité.
2. Si l'IUCN adopte une relation consultative, en particulier avec les BMD, elle doit accepter que cela l'empêche probablement de soumettre des projets qu'elle se propose d'exécuter. Toutefois, l'IUCN peut et doit promouvoir la capacité de ses membres d'exécuter ces projets.
3. L'IUCN devrait inciter les BMD et ABD à établir de nouvelles relations avec les ONG dans lesquelles les ONG sont partenaires à part égale et participent à toutes les étapes des projets.

Avec le monde des affaires

1. Le Business Council for Sustainable Development a proposé (pages 86-87) l'IUCN comme partenaire le plus logique, au niveau mondial. Il reste à l'Union à explorer ce que cette collaboration implique exactement.
2. Que l'IUCN adopte ou non ce rôle, elle doit maintenant prendre des mesures pour entamer le dialogue avec le monde des affaires.
3. Un des objectifs particuliers d'un tel dialogue doit être d'étudier comment appliquer le contenu de Sauver la Planète afin de parvenir au développement durable tout en préservant les acquis de la technologie moderne. Aucun pays industrialisé n'a encore réussi à trouver les moyens de passer de la parole aux actes.
4. Afin de progresser vers ces collaborations et dialogues, le Directeur général prévoit d'inviter un petit groupe de grands patrons d'industrie, y compris Stephan Schmidheiny, à participer à une table ronde au début de 1993, si possible.



Avec la communauté scientifique et d'autres groupes

1. Il serait important de tisser des liens plus étroits avec le Conseil international des unions scientifiques (CIUS), son Comité scientifique sur les problèmes de l'environnement et ses autres comités spéciaux.
2. Des liens devraient être noués ou renforcés avec des groupes représentant les intérêts et les connaissances écologiques des peuples autochtones, des jeunes, des femmes et de la communauté religieuse.

Conséquences pour le personnel de l'IUCN

L'IUCN doit, de toute urgence, établir des liens avec le monde des affaires.

Pour mener à bien les tâches mentionnées, il faut:

- de plus grandes compétences en matière de communication pour garantir un échange d'avis et d'information entre l'IUCN et ses membres;

- des capacités améliorées du point de vue de l'établissement de réseaux;
- apprendre comment dispenser la formation ou, du moins, comment former ceux qui dispensent une formation;
- de plus grandes compétences en planification stratégique.

Conclusion

Le message de conclusion que je retire de ce symposium est que l'exercice de planification stratégique que nous avons entamé contient les bons éléments. Nous nous tournons vers notre mission et nos membres. Nous examinons comment adapter notre organisation aux besoins futurs. Nous examinons avec rigueur nos forces et nos faiblesses. Nous reconnaissons de plus en plus le rôle crucial de la communication. Nous pensons à ce terme dérangeant "marketing" en reconnaissant que ce qu'il signifie pour l'IUCN, c'est obtenir un appui pour les idées et services que nous offrons. Et nous reconnaissons que c'est seulement par ce cheminement que nous obtiendrons l'appui financier essentiel pour la survie de l'Union.

Panorama general

**Martin W. Holdgate, Director General
y Hugh Synge, Relator**

El 4 de noviembre el Dr. Martin Holdgate, Director General de la UICN, procedió a hacer un resumen de los trabajos del simposio, resumen en el que su intención no fue reseñar con fría objetividad cada ponencia, sino destacar los temas a los que los participantes concedieron mayor atención, extraer las lecciones que puede aprovechar la UICN y examinar ciertos puntos que parecen importantes, aún cuando no se analizaron en las primeras sesiones de esta reunión. Sin embargo, cuando se preparó el texto del resumen con miras a su publicación, se consideró necesario introducir en él ciertos cambios para dar una idea general de la reunión y agrupar bajo un sólo rubro las lecciones mencionadas, en lugar de respetar el orden consecutivo en el que fueron gestándose durante el simposio. Hay que señalar, por otra parte, que en esta etapa de elaboración se refundieron las notas que tomaron Martin Holdgate y Hugh Synge, en su calidad de Relator.

El resultado de dicha redacción es la presente sección que hemos titulado "Panorama general", debido a que no es exactamente un resumen. La segunda sección, que lleva por título "Lecciones para la UICN" y que figura en las págs 35-39, se ha preparado de manera similar. Vayan por adelantado nuestras disculpas a los autores de las ponencias, si hemos destacado en ambas secciones ciertos puntos que, a su juicio, revisten menos importancia que otros que hemos suprimido. En todo caso, la responsabilidad de esas posibles alteraciones recae únicamente en mí y el señor Hugh Synge.

En la apertura del simposio nuestro Presidente, el excellentísimo señor Shridath Ramphal, después de precisar el marco de los debates, trazando un panorama

del mundo, que nos mostró como un país del que todos nosotros somos nacionales, se refirió a las siguientes cuestiones. El concepto de sustentabilidad es una antigua noción, lo que no quiere decir que se haya llevado a la práctica en su totalidad. El crecimiento industrial de las naciones se ha producido con frecuencia en menoscabo del medio ambiente. Ni el Norte ni el Sur pueden resolver por sí solos sus problemas, razón por la cual las tesis del aislamiento nacionalista no tienen ningún futuro. Hay que añadir que, en realidad, nuestra ciudadanía tiene carácter triple, ya que emana de nuestras comunidades locales (el medio ambiente en el que vivimos), de nuestras naciones y del planeta. El excellentísimo señor Ramphal nos recordó, también, cuáles son nuestras responsabilidades éticas para con otras formas de vida, las generaciones futuras y la propia vida humana. En uno de sus comentarios más ilustrativos dijo que el foro de las ONG en Río tuvo carácter genuinamente mundial, como demuestra el hecho de que en su lugar de reunión sólo podían verse banderas de la Tierra, en contraposición a lo que sucedió en las deliberaciones intergubernamentales de los Jefes de Estado, y de Gobierno que dialogaron amparados por los símbolos de sus banderas nacionales.

Richard Sandbrook, apoyado por Maurice Strong, recordó los logros y los fracasos de la Cumbre de la Tierra, y destacó con todo razón que, si bien el Programa 21 puede convertirse en una enciclopedia inaplicable, es al mismo tiempo el conjunto más completo y ambicioso de medidas que hayan apoyado nunca en un evento de tales dimensiones un número tan amplio de Jefes de Estado y de Gobierno. En el Programa 21 y otros resultados de Río se hizo hincapié

especialmente en que la seguridad humana depende en medida apreciable del medio ambiente y que el Norte debe reducir sus pautas de consumo para dar "espacio ecológico" al Sur. Maurice Strong instó a forjar una nueva alianza mundial en favor de la sustentabilidad, basada en cuatro puntos: un nuevo sistema económico en el cual se tomen en consideración los valores ambientales, que deberán aplicarse ideando nuevos instrumentos; un nuevo régimen de seguridad; el establecimiento de nuevos acuerdos jurídicos (reconociéndose eso sí que el derecho ambiental internacional debe recabar la aceptación de los países y ser aplicado coercitivamente en ellos con arreglo a las diferentes condiciones nacionales); y la renovación y revigorización del sistema multilateral. Necesitamos, además, una nueva ética de la Tierra que inspire a los pueblos y las naciones.

Ahora bien, como David Runnalls señaló en una fase ulterior, en Río se quería aplicar, de hecho, un programa que respondía a las condiciones prevalecientes muchos años atrás pero no a las de hoy en día, puesto que en él se intentaban conciliar las necesidades del medio ambiente y los imperativos del desarrollo, abordando los problemas uno a uno, en lugar de concebirse el desarrollo sostenible con un enfoque integral que permita obtener resultados inmediatos en ambos sectores. Por otra parte, esta manera de considerar las cosas no ha generado los fondos necesarios para garantizar que el Programa 21 no quede únicamente en el terreno de las ideas. Hablando desde el punto de vista de un antiguo estadista de calibre mundial, nuestro Presidente señaló que la CNUMAD había estado a punto de naufragar y que la aplicación de las decisiones de la Conferencia será el resultado más insuficiente de la misma. Considero, igualmente, que no es probable que se den a la Comisión de Desarrollo Sostenible los medios que precisa para ser realmente eficaz. En Río nos percatamos de la importancia de la UICN, ya que la Unión tiene ante sí una auténtica oportunidad para colmar la brecha entre los gobiernos y las organizaciones no gubernamentales y ejercer otro tipo de liderazgo. Además, la UICN puede contribuir a acrecentar la eficacia de las comunidades locales, lo cual, como se destacó en el simposio, es una de las claves del éxito de nuestro trabajo.

La mayoría de los participantes convinieron en que en Río se vió con toda claridad que los gobiernos y el sistema de las Naciones Unidas no pueden afrontar por sí solos todos los desafíos planteados. Para ello, habrá que buscar la colaboración, entre otros sectores, de los medios empresariales. Stephan Schmidheiny, Presidente del Consejo de Empresas para el Desarrollo Sostenible, nos explicó la forma en que el mundo empresarial está pasando a ser ecoeficiente. La UICN puede alentar esa tendencia y los gobiernos deben contribuir al respecto estableciendo la reglamentación y los incentivos económicos adecuados. Las ONG también deben aportar su contribución, adoptando una actitud más comprensiva e informada ante la industria, lo que supone dejar de criticarla desde fuera y hacer lo necesario para encontrar soluciones prácticas. El punto más importante al que se refirió el señor Schmidheiny es la necesidad de crear asociaciones, sobre todo en estrecha relación con las comunidades locales. Los nexos con los medios empresariales deben tener carácter estratégico, lo que exigirá la colaboración de gerentes generales, ministros y directores de los principales órganos ambientales. El orador concluyó afirmando que sin industria y tecnología no podemos proteger el medio ambiente y lograr un desarrollo sostenible.

Este análisis revela que es preciso promover la libre competencia en los mercados y suprimir las subvenciones agrícolas distorsionadoras, así como la necesidad de que un gran número de países se democratice y elija gobiernos eficaces que supriman la corrupción. Además, habrá que reformar los métodos de la contabilidad nacional y el sistema fiscal.

En su intervención, David Runnalls subrayó que el elemento social y económico es un complemento legítimo de la política ambiental y que esta última no podrá materializarse, a menos de que ambos factores se tengan plenamente en cuenta, motivo por el cual la CNUMAD debería haber considerado el medio ambiente como un tema clave de la política internacional. Es preciso que los ministros de finanzas sean conscientes de que el coste que supone la pasividad frente a la protección y el mejoramiento del medio ambiente es más elevado que los gastos ambientales que con tanta frecuencia se reducen a un mínimo. Esto explica, entre otras cosas, la extrema

importancia de redefinir la contabilidad nacional para tomar en consideración los costes que supone realmente para un país el olvido de su medio ambiente.

No obstante, David Runnalls, también nos hizo abrigar esperanzas, al referirse a una posible cooperación entre grupos tradicionalmente enfrentados. En Ontario, por ejemplo, ministros, hombres de empresa y grupos ambientales se encuentran trabajando conjuntamente para preparar una estrategia de sustentabilidad. Es indispensable que las ONG escuchen este mensaje, si es cierto, como algunas de ellas lo declaran explícitamente, que quieren dar una nueva orientación a la sociedad y el Estado. Para ello, lo mejor que podrían hacer es agruparse con otras ONG que se ocupan de los mismos temas para constituir asociaciones mixtas con el Gobierno, la industria, los sindicatos y otros importantes agentes sociales. La Mesa Redonda canadiense puede ser un modelo ejemplar a este respecto y en la sesión de debates se dijo que un proceso similar estaba en curso actualmente en Nueva Zelanda.

En su ponencia, Josué Tanaka destacó que, comparada con el enorme volumen de los flujos comerciales y financieros, la corriente de asistencia oficial al desarrollo es insignificante. Con todo, hay que señalar que no sólo el volumen de la ayuda es muy insuficiente, sino que también la actual situación económica está obligando a ciertos países donantes a recortar sus presupuestos de ayuda, en un momento en que somos conscientes de que la financiación de nuevas actividades ambientales se hará a expensas de otros sectores. Asimismo, se canaliza un volumen cada vez mayor de asistencia para resolver problemas mundiales, por ejemplo, a través del Fondo para el Medio Ambiente Mundial. Cabe concluir, pues, que la asistencia oficial no será el principal motor financiero del desarrollo sostenible.

Aún más, en un sinnúmero de casos se ha visto que esta asistencia oficial no es muy eficaz. El señor Tanaka concluyó diciendo que los organismos de asistencia al desarrollo se desempeñan mejor en las tribunas mundiales que en el terreno y recomendó, en consecuencia, lo siguiente:

- la asistencia oficial debe ser más catalítica, especialmente para alentar a la comunidad de

empresas a contribuir en mayor medida al desarrollo sostenible;

- el éxito de la ayuda al desarrollo debe evaluarse sobre la base de sus resultados prácticos y no del total de gastos;
- es preciso ampliar considerablemente la capacitación y la constitución de capacidades autóctonas como ingredientes de los proyectos de ayuda, ya que con demasiada frecuencia sus únicos beneficiarios son los consultores externos;
- hay que brindar posibilidades a las administraciones locales, las empresas de servicios públicos y las organizaciones no gubernamentales, para que trabajen en colaboración con los sistemas de asistencia al desarrollo; y
- es necesario acrecentar el alcance y la flexibilidad de los instrumentos financieros y de los canales de asistencia al desarrollo.

Adnan Badran expuso las medidas que deben tomarse para revisar el sistema de las Naciones Unidas con arreglo a las disposiciones adoptadas en la CNUMAD. En la conferencia el mundo reconoció algo que muchos componentes del sistema de las Naciones Unidas, incluida la UNESCO, han aceptado hace años, a saber, que el medio ambiente y el desarrollo son elementos indissociables. En la actualidad el desarrollo sostenible es uno de los tres puntos principales del orden del día internacional, junto con la paz y los derechos humanos. Se acepta que la interdependencia entre el Norte y el Sur es una realidad y muchos reconocen que, como el sistema de las Naciones Unidas y los gobiernos no pueden responder por sí solos a los nuevos desafíos, deben forjar nuevas alianzas con la comunidad científica, los medios empresariales y las ONG. Dentro del sistema de las Naciones Unidas la Comisión de Desarrollo Sostenible entablará contactos con las ONG, y se están adoptando nuevas disposiciones para propiciar la coordinación entre los distintos organismos. La UNESCO, por su parte, está concentrando sus actividades en ciertos temas del Programa 21, incluida la biodiversidad, así como emprendiendo nuevas actividades intersectoriales en las esferas del medio ambiente y el desarrollo. Además, la

UNESCO desea seguir manteniendo estrechas relaciones de asociación con la UICN.

Yolanda Kakabadse nos recordó las interpretaciones desdorosas y un tanto despectivas a que se presta el término "organización no gubernamental", en el cual se destaca la partícula negativa. Ahora que ha terminado la CNUMAD, es preciso que redefinamos el cometido de las ONG y encontremos un nombre más adecuado para estas entidades. En lo que nos concierne, la mayoría de las ONG con las que trabajamos son agrupaciones de política y acción interesadas en promover la conservación y el desarrollo sostenible.

Sin embargo, un nuevo título no resolvería el problema básico, que deriva del dominio ejercido por los gobiernos en los debates mundiales, así como de su control sobre el sistema de las Naciones Unidas y de su temor a la crítica e incluso a que sus programas de acción se vean perturbados. No podemos oponernos a esto, pero debemos procurar influir en el actual equilibrio de fuerzas en favor de las ONG. Habida cuenta de la magnitud sin precedentes de la participación de las ONG en la CNUMAD, tanto a través del Foro Mundial como de las delegaciones nacionales, es necesario alentar a los gobiernos a que les sigan abriendo sus puertas y a hacer de ese compromiso algo permanente. Revigorizados y habiendo respondido a nuestros críticos, tendremos que encontrar la forma de mantener el dinamismo de las ONG, ya que la experiencia adquirida en la CNUMAD demuestra que en los países en desarrollo las ONG pequeñas y energéticas pueden conservar su capacidad de influencia, recurriendo a medios de comunicación bastante sencillos.

La UICN debe pasar revista a los criterios que ha fijado para aceptar como miembros a las ONG, así como analizar con actitud crítica las ventajas que ofrece a dichos miembros. Por otra parte, como se deduce de lo que dijo en Río el Director General, habrá que cerciorarse de que el establecimiento de una posición común no empañe la diversidad, compromiso y dinamismo de la Unión, si deseamos obtener un mandato para hablar en nombre de todos los miembros. Las exigencias de las ONG, especialmente las formuladas por los nuevos miembros del Sur van en contra de las prerrogativas de algunos de los miembros fundadores y Estados integrantes de la UICN. De ahí

que tengamos que examinar si son únicamente causa de tensiones creativas de las cuales la Unión puede hacerse cargo o fuente de fricciones que podrían llevar, en última instancia, a escisiones en su seno. Ante todo, hay que evitar que atenten contra nuestra función prioritaria, que consiste en ser un puente constitucional entre los gobiernos y la comunidad no gubernamental.

La capacidad de respuesta a estos desafíos de la UICN debe ser analizada y la ponencia de Jay Hair nos indica la forma de hacerlo. Entre las virtudes de la UICN hay que citar el carácter único de nuestra composición, nuestras Comisiones y centros de expertos, nuestro personal profesional y redes descentralizadas, nuestra capacidad económica, la cual es, sin embargo, vulnerable, debido a la escasez de las fuentes de financiación con que contamos, y la rápida expansión de la Unión. No obstante, toda ventaja apareja un inconveniente. El crecimiento de la UICN puede peligrar, sobre todo en 1992, si su capacidad de gestión queda desbordada. Además, es posible que la Asamblea General y el Consejo no puedan responder óptimamente por más tiempo a las exigencias planteadas por una organización mucho mayor y distinta de la que fue en la época en que se crearon este tipo de instituciones. Nuestra misión, que dista aún de ser clara, no es conocida ni ha sido siquiera articulada por nuestro personal como base de nuestro propio plan de trabajo. Sea dicho de paso que únicamente en 1992 hemos emprendido un proceso de planificación estratégica.

Esta planificación estratégica constituye, empero, una excelente oportunidad para rectificar algunas de esas deficiencias. Basándose en esa planificación, la UICN debe formular claramente su misión, comprender mejor a sus miembros y apoyarse en los tres elementos que son las claves del éxito de cualquier organización, esto es, la excelencia, la innovación y la anticipación, a fin de que la Unión pueda aplicar en el lugar adecuado y en el momento oportuno programas innovadores y de gran calidad.

Es preciso dotarnos de los medios necesarios para contribuir a crear instituciones, desarrollar nuestras redes, procurarnos recursos, formar personal, cooperar eficazmente, preparar planes estratégicos y adquirir un dinamismo operativo. Esto nos permitirá, a su vez,

recurrir a fuentes de financiación más sólidas y diversas. Hay que anudar lazos más estrechos de asociación con nuestras ONG miembros y colaborar con agrupaciones de pueblos indígenas, jóvenes y mujeres, así como de otro tipo, por ejemplo, la comunidad religiosa, ya que no puede prescindirse de estos grupos para aplicar Cuidar la Tierra y el Programa 21. En resumen, sin esos vínculos la UICN no podrá desempeñar una función de genuino liderazgo ni un cometido de defensa y promoción de causas digno de crédito.

En la contribución de Charles de Haes que lleva por título ¿Qué es lo que espera el mundo de la UICN? y que éste preparó basándose sobre todo en las respuestas al cuestionario que enviamos a los miembros se analiza otro aspecto de la forma en que abordamos los desafíos mencionados. Esta ponencia se inicia planteando el dilema al que se hizo referencia en el prefacio: ¿qué es esencialmente la UICN: un órgano de expertos en conservación de la naturaleza, incluido el uso sostenible de las especies silvestres, o una entidad de desarrollo sostenible, para la cual el desarrollo debe apoyarse ante todo en la conservación? Y en segundo lugar, ¿sufrirá o no la Unión los efectos de una conciliación inestable de ambos objetivos?.

Aunque todos esperábamos algunas de sus críticas, Charles de Haes hizo hincapié en ciertos puntos que habrá que abordar sin tardanza:

- ¿es necesario que la UICN conceda mayor atención al apoyo a los miembros, y en caso de que emprenda proyectos en el terreno, ¿debe hacerlo siempre en colaboración con éstos? Por otra parte, ¿habrá que tomar en consideración los comentarios de quienes nos exhortan a destacar el trabajo en el terreno, aun cuando esas actividades afecten adversamente nuestra contribución a la elaboración de políticas?
- ¿está la Secretaría de la UICN actuando con un protagonismo excesivo en su asesoramiento? De ser así, ¿qué puede hacerse para mitigar esta actitud, habida cuenta que muchos miembros nos instan a ser un dirigente menos tímido?
- ¿la imagen de la UICN es la apropiada? La mayoría de nuestro personal vive y trabaja en

el Sur, pese a que con suma frecuencia su estilo es un tanto septentrional. Asimismo, no hay que dar una imagen de excesiva riqueza y debemos gastar parsimoniosamente nuestros recursos;

- ¿consultamos a nuestros miembros lo suficiente? Charles de Haes ha obtenido más respuestas enviando una carta circular que las que hemos recibido en dos números de Interact. La comunicación de la UICN debe adoptar la forma que deseen los miembros y no la que la Sede piensa que éstos desean;
- más importante aún, ¿el Consejo y la Secretaría escuchan con suficiente atención a los miembros, incluso cuando piensan que sus opiniones son erróneas?

En el activo de este balance hay que señalar el deseo evidente de que la Unión forje vínculos entre los gobiernos y las organizaciones no gubernamentales. Los miembros quieren que se les consulte mucho más acerca de las prioridades de los programas, así como participar más activamente en las actividades de la Unión. Existe una preocupación similar, que se puso de manifiesto en la Asamblea General celebrada en 1990 en Perth, respecto del equilibrio que hay que establecer entre la conservación de la naturaleza y el desarrollo sostenible. Es claro que el interfuncionamiento de nuestras redes y la regionalización, que son una política seguida por la UICN, despiertan un eco favorable, pero ciertos miembros desean que el proceso de descentralización tenga lugar con mayor rapidez y se extienda a las Comisiones. Asimismo, se ha exhortado también a la UICN a desempeñar una función más explícita de dirigente, aun cuando varios miembros de la Secretaría estiman que dicho liderazgo sólo puede ser la consecuencia del reconocimiento de la calidad de su labor. Por último, se nos ha pedido aplicar métodos más eficaces de consulta y comunicación. Todas estas peticiones deben examinarse sin tardanza en el proceso de planificación estratégica.

Al pasar revista a lo que podemos ofrecer, Aban Kabraji subrayó que nuestra ventaja relativa deriva en parte de nuestra complejidad. Nuestra eficacia depende de la estructura única de la Unión, así como de nuestra capacidad de asociación, la calidad del asesoramiento que prestamos y nuestra actitud conciliatoria ante los

asociados y los miembros. El proceso de preparación de la Estrategia Nacional de Conservación de Pakistán es un buen ejemplo de lo que puede ofrecer la UICN, ayudando a nuestros Estados miembros y forjando al mismo tiempo nuevas asociaciones. Este proceso ha contribuido a que las ONG nacionales sean entidades más significativas y, de hecho, ha sido la causa de la creación de algunas de ellas. Ahora bien, incluso en Pakistán, que es uno de los países en que somos más activos, todavía no hemos podido materializar todo nuestro potencial.

Aunque el grado de la regionalización de la UICN es considerable en el Sur, hemos desdoblado hasta cierto punto nuestras redes del Norte, que vinculan a los miembros de los países desarrollados. Los problemas de sustentabilidad en el Sur y el Norte están interrelacionados. Es más, como en el Norte persisten algunos de los mayores obstáculos para lograr la sustentabilidad, habrá que ampliar las redes de la Unión en ese hemisferio. Las relaciones entre asistencia y comercio, así como los vínculos entre inversión, asistencia y seguridad, deben abordarse con mayor eficacia. Para analizar estas cuestiones, será necesario establecer redes y nexos Norte-Sur y Sur-Sur. Por haber tenido en cuenta todos estos factores, la Unión está cambiando radicalmente. El desafío que se plantea ahora es abordarlos de manera integral, para que todas las iniciativas sean mutuamente benéficas, en lugar de ocuparse de ellos separadamente en una serie de uniones dentro de la Unión, ya que esto puede conducir a fragmentarla.

En el curso de las deliberaciones Mike Cockerell se refirió a la necesidad de centrarse y concentrarse, que es una cuestión muy conocida por todos nosotros. ¿En qué regiones debemos centrarnos y qué servicios hay que suministrar? Para ello, habrá que decidir quién ha de fijar las prioridades y si es factible que los miembros lo hagan en la Asamblea General. Además, incluso si los miembros indican en qué casos y en qué temas quieren que la Unión sea más activa, no podremos responder a sus deseos si no disponemos de los fondos necesarios. En consecuencia, resulta indispensable establecer un proceso de planificación, basándonos en un análisis de elevada calidad, y lograr sus objetivos mediante un sistema de comunicación de primera clase.

Mark Halle señaló que los asistentes al simposio habían examinado prácticamente todos los ingredientes del progreso de la Unión. No obstante, es preciso analizar la evolución histórica de la UICN, debido a que su imagen sigue aún muy enraizada en nuestro pasado y a que nuestra capacidad de respuesta se ve en parte limitada por la forma en que hemos crecido. La Unión fue en sus inicios una red provista de una pequeña central de "comunicación" capaz de promover la participación de expertos en las Comisiones, así como de sintetizar como nadie la información. Desde nuestra fundación, nuestros temas de especialización se han ido ampliando paulatinamente, el sector gubernamental se ha hecho más influyente y hemos expandido no sólo nuestras actividades en los países en desarrollo, sino también el alcance del Programa. La Estrategia Mundial para la Conservación fue en cierto modo el primer plan estratégico de la UICN y modificó considerablemente la forma de trabajar de la Unión. Los puentes que tendimos entre la conservación y el desarrollo transformaron nuestras actividades, estimularon el crecimiento de la Secretaría y explican la preponderancia financiera que han adquirido para nosotros los organismos de asistencia al desarrollo. Asimismo, estas relaciones nos permitieron participar más activamente en los programas en el terreno y, por tanto, nos enseñaron a ser más realistas y prácticos, así como a establecer nuevas asociaciones y aprovechar otras oportunidades.

La dirección futura de la UICN, que es el problema más importante y como tal se planteó en el simposio, debe orientar la planificación estratégica. Como ya se señaló, la CNUMAD demostró que los gobiernos y los organismos intergubernamentales no pueden resolver por sí solos los problemas que afrontan. Se requieren, pues, nuevas alianzas y la UICN está abocada a cambiar aún más si quiere desempeñar una función de dirigente, como varios oradores sugirieron en el simposio.

Mark Halle nos habló de lo que puede depararnos el futuro, por ejemplo, una reforma radical del sistema de gobierno de la Unión y el fortalecimiento de las relaciones con los miembros, para que sean éstos los auténticos conductores de la Unión. Asimismo, anticipó que la Sede centralizaría las actividades más importantes de coordinación y síntesis, mientras que

las Oficinas Nacionales y Regionales se concentrarían cada vez más en la realización y elaboración de programas.

Pero también se modificará el Programa de la Unión. Por el momento la tendencia es dejar de ejecutar proyectos en el terreno, pese a que algunos de ellos seguirán siendo esenciales, ya que únicamente gracias a la experiencia directa podremos verificar la utilidad práctica de los conceptos que genere la Unión. Con todo, hay que insistir en que las actividades entre la UICN se centrarán cada vez más en la preparación de instrumentos de política. En consecuencia, el Programa se concentrará en las siguientes tareas: aclarar las cuestiones de política, aplicar los conocimientos de las ciencias naturales y sociales a la formulación de políticas, concebir servicios y reforzar las instituciones y servicios en todo el mundo. Todo esto debe basarse en una misión estructurada con claridad, cuya aplicación será impulsada por nuestros miembros, unidos en agrupaciones perfectamente definidas, y nos exigirá estar en contacto con ellos a través de un sistema de comunicaciones de gran calidad. Por último, la Unión debe zarpar del puerto seguro que constituye la protección de la naturaleza y poner rumbo al mundo infinitamente más difícil pero más excitante del desarrollo sostenible.

Esto nos lleva naturalmente al concepto de planificación estratégica. Angela Cropper recordó que habremos de decidir antes que nada cuál debe ser nuestro destino, o al menos, la dirección que hay que seguir. En Cuidar la Tierra se dió una definición bastante amplia de nuestra misión y de la visión que debe orientarnos para hacer de la misma una realidad. Según vayamos progresando, habrá que hablar con claridad y con conocimiento de lo que nos espera. Hay que elegir entre seguir actuando con arreglo a la misión que nos impusimos en el pasado o redefinir ésta para atender a las necesidades actuales, tal como las concebimos hoy. Podemos aprovechar las ventajas que reporta la diversificación y seguir muchos caminos a la vez, pero sin olvidar que en tal caso tendremos que

aceptar una buena dosis de inseguridad. La decisión que adoptemos dependerá de nuestra composición, según la definamos, porque, si bien una organización puede actuar en consonancia con la misión que se haya fijado, debe hacerlo impulsada por sus miembros. Asimismo, antes de elegir, será necesario entender lo que es la UICN, así como su entorno y objetivos. Es preciso seguir siendo creativos y no dejar de estar a la vanguardia de nuestros tiempos. Sin embargo, como no podemos trabajar aisladamente habrá que preguntarse con quiénes podemos contar. ¿Serán nuestros asociados únicamente los miembros, o el sistema intergubernamental, como muchos oradores propusieron en el simposio? Estas son algunas de las cuestiones que habrá que estudiar en el proceso de planificación estratégica.

Paso ahora a la conclusión. Durante el simposio Antonio Machado destacó la necesidad de revisar el mecanismo de gobierno que sirve de enlace entre el Consejo y los miembros. Es preciso establecer un sistema mucho más eficaz de consulta con los miembros y los Comités Nacionales pueden desempeñar un papel muy importante en este sentido. Gracias a esos nexos podremos definir con mayor precisión la política que desean los miembros. Para ello, las comunicaciones son también esenciales, pese a que durante los debates se puso en duda que la planificación estratégica pueda reemplazarse por unas buenas comunicaciones. En efecto, aunque la Unión debe ser impulsada por los miembros es muy poco realista suponer que todos sus deseos pueden tenerse en cuenta en un plan de acción. Además, sus aportaciones requieren reflexión y que nos cerciorremos de que no se oponen a la continuidad de las políticas de la Unión.

Durante el simposio se dijo en repetidas ocasiones que la UICN es un agente de elaboración de políticas sociales. Nuestro objetivo es contribuir a un futuro sostenible y sólido desde el punto de vista cultural, económico y ecológico, dentro de los límites naturales. Esta es la lección capital y se analizará junto a otras muchas en el siguiente informe.

Lecciones para la UICN

Martin W. Holdgate, Director General

En este simposio se pusieron de relieve dos necesidades capitales para la UICN, a saber:

- basarse en su misión,
- ser impulsada por sus miembros.

Por otra parte, el ejercicio de planificación estratégica que llevamos a cabo constituye un intento de redefinir los objetivos y actividades de la UICN en el marco de una misión específica.

Defensa y promoción de causas

En el simposio se destacó el siguiente mensaje de la última Asamblea General: "La UICN debe realizar una labor más destacada en lo que respecta a la defensa y promoción de causas", no sólo ideando políticas adecuadas sino exponiendo sus razones a las esferas de poder. Así pues, uno de los aspectos de su misión debería consistir en "influir en los encargados de tomar decisiones tanto a nivel público como privado".

En el simposio se señaló, además, que la UICN podía desempeñar una útil función de abogado:

1. garantizando el reconocimiento del imperativo estratégico de conservación, al poner de manifiesto que los daños ambientales en el Sur constituyen una amenaza para el Norte y que la seguridad de los diferentes países depende de la sustentabilidad de todas las especies vivas. Este reconocimiento puede ser lo único que impulse a los países del Norte a aportar una ayuda considerable a los del Sur con el fin de lograr un desarrollo sostenible;
2. insistiendo una vez más en las interacciones entre la población, los recursos y la pobreza, así como en la necesidad de comprender la importancia de

las funciones de los distintos agentes sociales, en particular el cometido de la mujer, para obtener un desarrollo sostenible;

3. apremiando a los Gobiernos a elaborar sin tardanza una contabilidad en la que se tomen en consideración todos los costes, con objeto de que el sistema económico no siga socavando la sustentabilidad, debido a la incapacidad de evaluar correctamente los recursos ambientales y el coste de los daños ocasionados al medio ambiente.

El Programa de la UICN

Es necesario lograr una mayor integración entre las diversas partes de nuestro Programa. La coordinación intersectorial revestirá particular importancia en tareas tales como asesorar respecto de la aplicación de la Convención sobre la Diversidad Biológica.

Es necesario reevaluar el Programa de la UICN a la luz del Programa 21. No cabe duda de que podemos contribuir a la aplicación del Programa 21, pero debemos centrarnos en los puntos para los cuales estamos técnicamente capacitados.

Hay que ser prudentes al ampliar nuestro Programa, pues no debemos depreciar nuestras cualidades ni empañar nuestra imagen. Tenemos que conservar los conocimientos especializados que hemos ido adquiriendo a lo largo del tiempo en lo que concierne a la protección de la naturaleza y debemos apoyarnos en la experiencia adquirida más recientemente en el campo del desarrollo sostenible.

Podemos perfeccionar nuestras principales esferas de competencia y proporcionar un asesoramiento técnico

más amplio y de mejor calidad tanto a nivel local como regional. Asimismo, es posible mejorar los aspectos de nuestros programas que son inadecuados, por ejemplo, la conservación marina, o inexistentes, entre otros, la conservación de los recursos fitogenéticos.

Al ampliar nuestro Programa, debemos movilizar a nuestros miembros más eficazmente y cerciorarnos de que participan plenamente en esa tarea.

Es preciso seguir abandonando la ejecución de proyectos en el terreno para concentrarnos en:
a) analizar políticas y ofrecer instrumentos de política,
b) crear instituciones, y c) prestar servicios especializados. Esa reorientación, junto con la regionalización, nos facilitará la tarea de integrar a nuestros miembros para que participen de forma más interactiva en el Programa.

Asimismo, tendremos que aprovechar mejor las lecciones extraídas de nuestros proyectos y difundirlas más eficazmente. Debemos examinar los factores que conducen al éxito, sea que lo hagamos inspirándonos en nuestras propias experiencias, las prácticas de los pueblos indígenas o los triunfos y fracasos de otros.

En colaboración con nuestros asociados en Cuidar la Tierra, deberíamos desempeñar un papel de vanguardia en la elaboración de una ética para la Tierra. A diferencia del Programa 21, Cuidar la Tierra empieza con un elemento ético, que es un aspecto que debemos fomentar.

Algunas partes de nuestro programa pueden requerir un cambio de énfasis. Se sugirió que el trabajo de la UICN sobre derecho ambiental debería tender a:

1. contribuir a la aplicación y el cumplimiento de normas a nivel nacional y a promover la armonización de las legislaciones nacionales, en vez de crear nuevos instrumentos internacionales;
2. simplificar el derecho internacional, en particular mediante un solo instrumento jurídico unificado (el Convenio sobre la Conservación Ambiental y el Desarrollo Sostenible—véase pág 86);
3. prestar especial atención a la compatibilidad de las leyes comerciales y ambientales, así como a las interpretaciones divergentes de las mismas.

Descentralización

El actual proceso de descentralización de la Secretaría de la UICN en favor de las Oficinas Regionales y Nacionales, dentro del cual se otorga un papel cada vez más importante a los foros y consejeros regionales, así como a los miembros, ha de seguir adelante y debería extenderse también a la Comisiones.

La regionalización es necesaria tanto en los países industrializados como en desarrollo y debemos fomentar las relaciones bilaterales Norte-Sur y Sur-Sur entre nuestros miembros.

A nivel nacional, las Estrategias Nacionales de Conservación seguirán siendo un pilar del trabajo de la UICN, aunque deberían rebautizarse con el nombre de Estrategias Nacionales de Desarrollo Sostenible, puesto que eso es lo que son en realidad. En todo caso, al ayudar a los países a prepararlas, contribuimos al cumplimiento de las obligaciones nacionales contraídas en la CNUMAD.

La considerable capacidad de convocatoria que caracteriza a esas Estrategias se debe a que están profundamente arraigadas en los países interesados y a que han sido elaboradas por ellos, pues el cometido de la UICN se limita a facilitar el proceso de su preparación. No más pero tampoco menos; la función de la Unión no consiste en enviar grupos de expertos expatriados para preparar exámenes a corto plazo.

Las Oficinas Regionales y Nacionales tienen que mejorar sus capacidades de análisis de política, recurriendo a nuestros miembros en los países interesados para obtener el correspondiente asesoramiento. La UICN ha de prestar ese asesoramiento no sólo en favor de los gobiernos centrales sino también a escala provincial y local. Importa que la UICN ayude a las comunidades locales a elaborar sus planes y políticas. Por otra parte, debemos colaborar con empresas y grupos comerciales al mismo tiempo que lo hacemos con los gobiernos y las ONG ambientales.

Se deberían fomentar los Comités Nacionales y otras agrupaciones de miembros gubernamentales y no gubernamentales, y habría que consultar a éstos. Dichos grupos pueden promover la comprensión entre

los gobiernos y las ONG y fungir como foros nacionales de debate.

La UICN tendría que ejercer presión para que se establezcan sistemas nacionales de consulta como los iniciados en Nueva Zelanda (pág 87) y Canadá (págs 63-66, 106). Estos sistemas transmiten las preocupaciones ambientales a las más altas esferas del Estado y crean vínculos intersectoriales. Asimismo, refuerzan la participación democrática en el proceso de planificación nacional.

En la medida de lo posible, las Oficinas Regionales y Nacionales de la UICN deberían trabajar "río arriba", esto es, en la fase de planificación y de formulación del proceso de asistencia, movilizando la participación de las comunidades en la preparación de proyectos. En colaboración con las Oficinas de la UICN y las oficinas nacionales de los organismos de ayuda, los miembros de la UICN pueden aportar una valiosa contribución a este proceso.

Comunicaciones e Interfuncionamiento de las redes

Si bien se han desplegado grandes esfuerzos para mejorar las comunicaciones entre la Secretaría de la UICN y sus miembros, es evidente que hay que seguir trabajando en este sentido.

Es preciso analizar críticamente la revista Interact para cerciorarnos que ofrece lo que verdaderamente desean los miembros y no lo que nosotros pensamos que ellos desean. Interact debe ser una tribuna donde nuestros miembros puedan expresar sus opiniones y su editor actúe como una especie de defensor del pueblo para corregir los errores o las reacciones excesivamente energicas de la Secretaría. Además, Interact debería ser un complemento del Boletín, que es esencialmente la revista donde se informa sobre lo que sucede en la UICN. Las Oficinas Regionales y Nacionales, las Comisiones y algunos programas editan también boletines, motivo por el cual tendríamos que instar a los miembros a que nos ayuden con sus sugerencias para hacer de ellos publicaciones más eficaces.

Gobierno

El sistema de gobierno de la UICN debería revisarse. Así, por ejemplo, se ha indicado que habría que establecer asambleas regionales para reforzar la Asamblea General, si se quiere que ésta siga siendo el foro donde se define la política de la Unión.

Es necesario también revisar la estructura del Consejo. Los Consejeros Regionales deben mantenerse en contacto con los miembros que representan, y ello requiere una financiación adecuada. Los Comités Regionales y Nacionales podrían ser los puntos a través de los cuales se establecen dichos contactos.

A medida que el proceso de descentralización siga su curso y que nuestros miembros fijen las pautas de nuestras actividades, el sistema de gobierno de la Unión irá facilitando los medios necesarios para atender a la diversidad de opiniones de los miembros.

Las ONG miembros

Si bien la UICN debe tratar en pie de igualdad a sus miembros gubernamentales y no gubernamentales, habrá que establecer una relación más estrecha con las ONG miembros, en particular:

1. *instando a los Estados miembros a que establezcan mecanismos para apoyar y consultar a sus ONG nacionales;*
2. *prestando apoyo a las ONG pequeñas y dinámicas, tal vez mediante la creación de "capítulos" en que participen entidades que no puedan permitirse ser miembros individuales de la UICN, promoviendo su vinculación en foros nacionales o regionales, o en comités nacionales, o incluso constituyendo una ONG que las represente como miembro de la UICN y transmita sus mensajes a la Asamblea General;*
3. *formulando una definición coherente de la UICN, lo que hará más fácil decidir qué organizaciones no gubernamentales pueden aspirar a convertirse en miembros. Aunque actualmente la UICN está recibiendo una oleada de solicitudes a este respecto, el Consejo experimenta dificultades para pronunciarse sobre las candidaturas que deben*

- retenerte. Además, es también difícil informar a los posibles candidatos sobre los requisitos que deben reunir para pasar a formar parte de la familia de la UICN;
4. prestando asistencia a las ONG para que éstas progresen tanto desde el punto de vista de sus funciones como de sus capacidades y confianza, y fomentando normas éticas de conducta con destino a la comunidad de las ONG.

Asociaciones mundiales

ESTRATEGIA DE DESARROLLO SOSTENIBLE

Es necesario infundir nuevo vigor a nuestras asociaciones existentes y establecer otras alianzas.

Dentro del sistema de las Naciones Unidas

1. El hecho de que la Unión pueda establecer vínculos eficaces con la Comisión de Desarrollo Sostenible dependerá de la forma en que se constituya dicha Comisión, así como del grado en que se acreciente la eficacia del Consejo Económico y Social, que es su organismo tutelar. Para que la aportación de la UICN sea útil, ha de existir una verdadera asociación. Si las Naciones Unidas persisten en creer que organizaciones como la UICN son entidades de segunda clase que pueden asistir como oyentes a los debates, pero no así para expresar sus ideas o contribuir a determinar la política que debe seguirse, habrá que preguntarse si merece la pena invertir tiempo y dinero con objeto de participar activamente en el sistema de las Naciones Unidas.
2. El Grupo para la Conservación de los Ecosistemas, en tanto que grupo de discusión oficial en que participan los organismos de las Naciones Unidas interesados en el desarrollo sostenible y la conservación del medio ambiente junto con otros importantes organismos ambientales como la UICN, el WWF o el WRI, tiene un gran potencial, pero debe ser más eficaz. Este grupo podría servir para examinar el alcance de la acción conjunta en esferas comunes como la educación ecológica, así como para establecer relaciones entre nuestros programas.

3. La UICN debería forjar nuevas asociaciones bilaterales con ciertos organismos del sistema de las Naciones Unidas, basándose en un análisis crítico de sus respectivas funciones y del Programa 21. Adnan Badran (págs 73-77, 108) ha señalado algunas esferas en que podría emprenderse dicha colaboración con la UNESCO. Las reservas de biosfera y la Convención sobre el Patrimonio Mundial son claramente campos donde se puede seguir trabajando en estrecha colaboración. La UICN debe mantener también nexos directos con las secretarías de otras convenciones internacionales (Ramsar, CITES, Diversidad Biológica y Especies Migratorias).

Con los bancos multilaterales de desarrollo y los organismos bilaterales de asistencia oficial al desarrollo (AOD)

1. La UICN debería proponer sus servicios de asesoramiento a esas instituciones, para aconsejarlas sobre los elementos ambientales de sus programas y estrategias de inversión que pueden contribuir de forma más adecuada a la sustentabilidad.
2. En caso de que la UICN establezca una relación de asesoramiento, sobre todo con los bancos multilaterales de desarrollo, deberá aceptar el hecho de que un vínculo de este tipo le impedirá probablemente contribuir a la ejecución de proyectos. No obstante, la UICN puede y debe fomentar en el terreno la capacidad de sus miembros para realizar proyectos.
3. La UICN debería instar a los bancos multilaterales de desarrollo y a los organismos bilaterales de asistencia oficial al desarrollo a que establezcan nuevas relaciones con las ONG, en cuyo marco éstas trabajen en pie de igualdad y participen en todas las fases de los proyectos.

Con los medios empresariales

La UICN ha de forjar urgentemente vínculos con el mundo de la empresa.

1. La UICN ha sido propuesta lógicamente como el primer asociado mundial del Consejo de Empresas para el Desarrollo Sostenible (pags 86-87). De ahí

- que la Unión deba determinar exactamente qué supone esa asociación.
2. Independientemente de que la UICN acepte esa propuesta, tendrá que tomar medidas concretas para iniciar un diálogo con los medios empresariales.
 3. Un objetivo especial de ese diálogo consistirá en averiguar cómo pueden conciliarse en la práctica el desarrollo sostenible y el aprovechamiento de las ventajas dinamantes de la tecnología moderna, según se preconizó en Cuidar la Tierra. Por el momento ninguno de los países industrializados ha propuesto una solución al respecto.
 4. Para crear las asociaciones y entablar el diálogo a los que nos hemos referido, el Director General tiene la intención de invitar a un reducido grupo de distinguidos industriales, entre los que figura Stephan Schmidheiny, a participar en un taller-mesa redonda, que probablemente se celebrará a principios de 1993.

Con la comunidad científica y otros interesados

1. Es necesario estrechar los vínculos con el Consejo Internacional de Uniones Científicas (CIUC) y su Comité Científico sobre Problemas Ambientales, así como con los demás Comités Especiales del Consejo Internacional.
2. Habrá que establecer nuevos vínculos o reforzar los ya existentes con los grupos que representan los intereses y conocimientos ambientales de las poblaciones indígenas, los jóvenes, las mujeres y la comunidad religiosa.

Consecuencias para el personal de la UICN

Para materializar los objetivos antes citados es preciso:

- perfeccionar nuestros conocimientos técnicos en materia de comunicaciones para garantizar el intercambio de opiniones e información entre la UICN y sus miembros;
- mejorar el interfuncionamiento de nuestras redes;
- aprender a instruir o, al menos, a capacitar instructores;
- ampliar los conocimientos técnicos de planificación estratégica.

Conclusiones

Yo resumiría el mensaje final de este simposio diciendo que en el ejercicio de planificación estratégica que hemos llevado a cabo no se ha olvidado ninguno de los elementos que nos interesan. En efecto, tomamos en consideración tanto nuestra misión como nuestros miembros; examinamos la manera de adaptar nuestra organización para que responda a las necesidades que se plantearán en el futuro; consideramos críticamente nuestras capacidades y nuestras deficiencias; reconocimos que cada día es más importante la función que desempeñan las comunicaciones; reflexionamos sobre el enigmático vocablo "comercialización"; vimos que, en el caso particular de la UICN, significa obtener apoyo para difundir nuestras ideas y prestar nuestros servicios; y llegamos a la conclusión de que todos estos factores son indispensables para obtener el apoyo financiero que requiere la supervivencia de la UICN.

PART I

Priorities for a Sustainable World

***Chairs: Sir Shridath Ramphal, IUCN President
Liberty Mhlanga, IUCN Vice-President***

World Environment and World Environmental Concerns: A Perspective of the Past 20 Years

Sir Shridath Ramphal, President of IUCN

The founder of ecology, Ernst Haeckel, was from the outset concerned with ecology both as a science and as a basis for social systems. Green politics have their roots in Haeckel's work in the 1860s, with its implications of social dependence on nature and the need for society to adapt itself to be in a state of balance with the natural world. The concept of sustainability is an ancient one, though its practice has been imperfect. And governments have, slowly and imperfectly also, moved towards the evolution of systems that more and more adapt to the limits that nature imposes—within what ecologists term the "carrying capacity" of the Earth.

Farmers and foresters would claim to have done this from a very early time. Even fishermen, guilty though many of them have been of depleting the resources on which they depend, have never doubted their dependence on the systems they exploit. It has been however at the level of higher policy in government that the unity of nature has been least well reflected. So often governments have brought about a sectoral partitioning, with aspects of the environment dealt with by the Departments of Agriculture or Forestry or Fisheries or Transport or Housing or Urban Affairs, while the Ministry of Finance has stood aloof, failing to recognize that the resources of the national environment are the capital base on which human societies build.

Sadly, it took catastrophe to alert people as a whole to their dependence on the environment. Many of

us recall the way in which the world's conscience was jarred by Rachael Carson's book *Silent Spring*. More of us recognize the immense impact of much-publicized disasters like those at Chernobyl or Bhopal or Seveso. The recognition came late that the expansion of industry, with little care about what happened to its wastes, has imposed great costs on society. The income generated by industry, it is now clear, was earned at great cost, those costs being imposed widely in the form of contaminated soils, fouled rivers and lakes, impoverished seas and weakened ecosystems. Today we realize, especially by reference to the countries of central and eastern Europe, how appalling such costs can be. At the Earth Summit in Rio de Janeiro one speaker stated that in one of these countries the damage amounted to not less than 16% of its Gross National Product. More recent statistics suggest that if health costs are also taken into account, that figure may be an underestimate.

So people have demanded action of politicians. But the demand has itself been a partial one, based on limited perspectives. The demand has come mainly from the affluent, northern countries, where pollution has been most manifest. Some of the calls for action have been based on false generalizations from limited experience in those countries. At the time of the Stockholm Conference, for example, the developing nations were affronted by the way in which the rich countries, which had the power to curb their pollution, demanded worldwide effort

to that end, linked to a demand that the developing countries conserve their forests and other resources; there was little evidence that the rich countries understood that the poor countries need to attack the pollution of poverty, and that this might well mean some change in the patterns of land use. After all, the developing countries pointed out, the developed countries had long ago transformed their natural ecosystems. In the United Kingdom, less than one percent of the original pine forest of Scotland remains. There are very few areas in western Europe where the temperate forests remain in anything like their original state. The North has tended to preach to the South the need for conservation, without admitting that it has itself come to recognize that need only belatedly, and after a great deal of error. Moreover, as today's damage costs show, the North has still not invested in cleaning up its own environment to the extent it should. And appeals to conserve tropical forest ring hollow when it appears that one motivation is to allow the North to continue in its present profligate use of energy with excessive generation of carbon dioxide, for which the forests provide a convenient sink.

Historians will record that in the last decade of the 20th Century the leaders of the world's people met at an 'Earth Summit' in Rio de Janeiro, for an emergency discussion on humanity's common future. But they will also record that the leaders met behind flags that were a constant reminder of the narrow domestic walls that kept them apart and of the constituencies within those walls whose short-term interests they felt obliged to serve. The old instinct to secure survival by protecting one's own territory persists; and it is strongest among those who believe they have most to protect. Such instincts, more appropriate to another time in human evolution, undermine our capacity to secure our common future under the single banner of one Earth. In Rio, at the Global Forum where the NGOs met, there were only Earth flags. That is why it was a Global Forum and why the Summit was an intergovernmental conference. We cannot change those realities, but we need to draw some lessons from them; in

particular, we need to find a way of making intergovernmental dialogue less adversarial, more inspired by vision, and better informed by a pervasive ethic.

The artificiality of national boundaries—those on the ground and those in our mind—is confirmed by the transnational character of most environmental problems. Air currents, oceans and continental rivers do not recognize frontiers. Depletion of the ozone layer and global warming not only threaten isolated communities or countries; they have a planetary sweep. Gases emitted by power stations in Britain and (what was) East Germany have polluted lakes in Norway. Fall-out from Chernobyl reached farms as far afield as Ireland. Tree-cutting in Nepal has led to flooding in Bangladesh, and the loss of trees in Ethiopia has caused water supply problems in Sudan and Egypt. CFC emissions in the Northern Hemisphere raise the risk of skin cancer in Australia and Argentina. Gases from the burning of fossil fuels, and from other industrial activities, are altering the Earth's climate, affecting all regions by moving crop zones, raising sea-levels and altering weather patterns.

Frontiers may separate nations, but do not insulate them from a degraded environment. In the end, they will not even deter migrations of environmental refugees. Environmental problems—whether they manifest themselves as global, cross-border or national phenomena—are ultimately international problems. They simply cannot be solved nationally in any comprehensive sense. Sovereignty, whatever else it connotes, does not imply sanctuary. A partnership for survival is our generation's compelling obligation to future generations.

Does it matter if we fail in our duty to survive? In cosmic terms, perhaps not. Whether we go by a nuclear bang or an environmental whimper, the earth, the 'mother of our humanity', will heal her wounds, however grievous; our planet's flora and fauna, however transfigured by the manner of our going, will have a better chance to survive and flourish because we have gone. Having made ourselves the planet's greediest predator, we may

World Environment and World Environmental Concerns

not be missed. But that surely cannot be the end of the matter. What of our duty to our humanity itself, to our own worthiest qualities and the highest purposes of our human existence, to the generations that should succeed us? Our species has a duty to sustain life that transcends our capacity to destroy it. There is an ethic of human survival that demands we mend our ways and save ourselves.

In an article in the Earth Summit Times published in Rio, the author and critic Yoko Kirishima quoted the Japanese saying that "a hanger-on puts out his bowl for a third helping of rice very humbly." In planetary terms that hanger-on is humanity. We must be humble, indeed, in seeking sustenance from the Earth rather than arrogant in abusing its hospitality.

The ethical dimension of our situation is really inescapable. It was given poignant expression in September 1990 by the Dalai Lama when he warned: "Mother planet is showing us the red warning light; she is telling us to take care of our house the planet!" The same year, Vaclav Havel, just released from imprisonment for his stand for freedom in Czechoslovakia, delivered a moving address to the United States Congress in Washington. Among the many important things he said was this:

"Without a global revolution in the sphere of human consciousness, nothing will change for the better in our being as humans, and the catastrophes toward which our world is headed will be unavoidable."

He went on to demand

"responsibility to something higher than my success, my family, my country, responsibility to the order of being where all our actions are indelibly recorded and where, and only where, they will be judged."

As we contemplate after Rio our responsibilities to the Planet, including responsibility to ourselves, we must recognize that the real impetus for changing our relationship with nature and securing our common future requires an ethical drive—a fundamental change in

human consciousness. As the emblem of the Earth Summit reminded us, we hold the future of the planet "in our hands"; but if we are to hold it safely that resolve has to come from within us, from our minds and our hearts.

When Maurice Strong asked me to write the official book for the Earth Summit, I gave it the title "Our Country, The Planet" in English, and "Earth Ethics" in Japanese. If we are to hold the Earth safely "in our hands", the strength to do so has to come from our ethical resolve. We have to care for the Earth if we are ever going to act to save it. We have to relearn the lesson of our ancestors that the human species is a part of nature, not nature's master, if we are ever to live again in harmony with nature. And we have to respect all these commandments of Earth Ethics if we are to give a future generation the right to life. Before we can be reliable guardians of our common future, we have to give allegiance to the ethics of survival. This is also the vision of *Caring for the Earth—A Strategy for Sustainable Living*, which IUCN with its partners, the United Nations Environment Programme and the World Wide Fund for Nature, launched in 1991.

"One world" as a vision of internationalism is not new. It helped to inspire the League of Nations much earlier in the century. Even before that, scientists, philosophers, religious leaders and others had advanced the idea of "the family of man". But "my country the planet" is different; it looks not only beyond countries but even beyond people. It looks in fact to our earthly habitation and the whole of creation, with new insights of a planetary order founded on the concept of a shared biosphere and secured by strategies for survival.

The era of the environment is beginning. In this era, each of us, man, woman and child, rich and poor, of whatever faith, or race, or country, must begin to take up our natural dual citizenship. We must all of us belong, and have a sense of belonging, to two countries: our own and the Planet. Unless we do, we may not be able to save either—or, of course, ourselves.

In looking to the future, and looking to the role of IUCN, we must be aware of the global issues that confront us. A number of these were issues that the Earth Summit did not properly address: such issues as world trading patterns, which discriminate against the products of the developing world; debt; poverty; and the way in which the advance of developing countries is impeded by burdens of this kind and further hampered by rapid growth in population. If half the population of a country is under 16 years of age, and if its GNP has been declining over the past 20 years, how can it provide the education, health care and other basic services that are so desperately needed if there is to be development of any kind, sustainable or not? Again, if the developed countries continue to pour out greenhouse gases that threaten the equilibrium of

world climate, and dispose of toxic wastes to land and sea, thereby contaminating the cycles of the biosphere, how can development move forward with confidence?

These issues hang over us all. As Martin Holdgate said in the recent number of the *IUCN Bulletin*, "They hung over Rio like some great dark and brooding peak that the leaders of the nations chose to ignore as they congratulated themselves on their own climb to what they euphemistically termed 'Earth Summit'". We must address ourselves to that greater peak that hangs above us. We must do so not in awe, and not by words alone, but by concrete, practical action. IUCN must play its part in that process and this symposium is designed to tell us how.

2

The Agenda for Action: The Conclusions of UNCED

Richard Sandbrook, Executive Director, International Institute for Environment and Development (IIED), with contributions from Maurice Strong, Secretary-General, UNCED¹

In reviewing UNCED for you, I suspect that many of you have a deep sense of déjà vu. After all, many of you have worked for years to see your concerns rise up the political agenda. It should be no surprise to see that much of the output of UNCED is what IUCN has strived for all along; indeed it is a compliment to the Union itself. IUCN is now in a powerful position to follow up, and that is the priority. Embracing both governmental and non-governmental members in a unique network of organizations, IUCN is ideal for this task. It is especially suited to dealing with a set of issues that are essentially global in scale and effect, yet national or local in terms of action, since IUCN is both international and local. Furthermore, in recent years its work on conservation for development and its National Conservation Strategies have been a force for the integration of environment and development and for the transition to a sustainable way of life. IUCN has a vital future.

By any objective standard UNCED was a remarkable political event, as well as a uniquely exciting and energizing experience for those who took part. In its preparation, it was unprecedented in the broad engagement of Governments, other organizations and people. The participation of so many Heads of State and Government (as well as

other world leaders) and of so many non-governmental organizations in both the conference itself and the "People's Summit" at the Global Forum was a unique, dramatic and moving experience. Also, the presence of more than twice the number of media representatives than ever before accredited to a world conference ensured that people everywhere were alerted to its importance.

While the media and certain NGOs focussed attention on the areas of controversy and disagreement, any fair analysis would highlight the outcome of UNCED as the most comprehensive and far-reaching set of measures ever agreed by the nations of the world at one time. Despite some significant shortcomings and disappointments, the new conventions, the Declaration of Rio and Agenda 21 provide a framework and the essential elements for a new global partnership that should launch us on the pathway to a more secure and sustainable future. The fact that these measures were agreed at the highest possible political level should give them a unique political authority.

Let us remember that this was the first major event since the melting of the Cold War. It addressed the new strategic imperative head on, that of North/South relations, and in that it was a fine start. But, we must also recognize that the ultimate results of the Earth Summit will depend on what Governments and others do now to follow up and implement the agreements reached.

¹Maurice Strong, who was the architect of the Stockholm Conference in 1972 and of Rio in 1992, has been closely in touch with me over this address, and I owe much of its content directly to him. However the views are mine, unless I say. RS

In the OECD countries, given the current preoccupation with issues apparently more immediate and pressing, this cannot be taken for granted. The signs are not good. But this only goes to emphasize that the follow-up will take continued commitment and leadership if UNCED's potential is to be realized. T'was ever thus.

As Maurice Strong makes clear, it is of course too early to judge in any detailed way what are the real achievements of Rio. But it is not too early to reflect on the lessons we have learned from Rio. What new directions did it set for our common future? It is those I intend to concentrate on.

In IIED, one of our number drew up an imaginary dialogue between a Rio-optimist and a Rio-pessimist. The pessimist would say that nothing has changed since Stockholm. Indeed, a look at the statement Maurice made at the opening of the Stockholm Conference in 1972 and that the one he made in Rio shows how many of the main themes and concerns that preoccupied us then continue to be a central focus now. The North was concerned then, and now, with biodiversity and pollution. The concern of the developing countries then and now was rooted in their poverty and under-development. Eventually, both sets of concerns provided the basis for the agreements reached at Stockholm. And of course the environment/development linkage was explicitly recognized in the agreements of the Earth Summit. The optimist would point out how widespread the understanding of this linkage has become in the last twenty years—through the work of the World Commission on Environment and Development, and the many other books, tracts and studies culminating at Rio.

Rio did represent an important step forward because it attempted to integrate environmental, social and economic concerns for the first time. The optimist would argue that we now appreciate the trade-off between the three as never before. The pessimist, perhaps, that the agenda of the pure of heart had been stolen! But surely in the 1970s and 80s too little emphasis was given to environment/economic relationships or to

environment/social relationships in the policies and practices of Governments and industry. Rio did begin to change that. At last, the linkages became accepted as a basis for future work. The job of integration has begun.

But the pessimist can point to much more. The underlying conditions driving the risks to the human future perceived at Stockholm did not fundamentally change in the two decades that separated Stockholm from Rio. In that time some 1.7 billion people were added to the Earth's population, almost the same as the total population of the planet at the beginning of the century, and most of this growth took place in the developing world. Yet, reproductive health care programmes are still going unfunded!

Despite recessions, the global economy has more than doubled, but most of the growth has accrued to the already-rich industrialized countries. In 1946, the difference in *per capita* wealth between rich and poor was 40:1. Today it is 70:1 and rising. Equity between nations, never mind within them, did not improve.

The optimist has to agree. The effects of this are evident. For example, the cities of the developing countries, growing at rates beyond anything ever before experienced, are now amongst the world's most polluted, many of them heading for environmental and social breakdown. The appalling destruction of natural resources for short-term survival, the loss of forest cover, erosion and degradation of soils, and problems with supplies and quality of water are visible throughout the developing world.

But the optimist would point out that the evidence of the damage was manifest in Rio. This time politicians could not just ask for more data and research. They had to respond. In the preparations for UNCED, developing countries documented the environment and development challenges they face in a series of national reports. Much of this work was based on the National Conservation Strategies that this Union has had such a large hand in preparing. The next task required after Rio is to turn these reports back into national strategies based on the three priority areas identified in Rio—the

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economic, social and environmental—and thus accelerate the move towards sustainability. That these strategies have to be produced and reported on is progress indeed.

Agenda 21 was the complex statement of all this consensus and information. It is a triumph for IUCN and for many others because it brings into one place the union between social, economic and environmental progress. It strongly recognized the need for democracy and participation and the role that all sectors of society have to play. It strongly recognized also that natural resources underpin an economy. And it recognized the inherent values of nature itself. This complex integrative document is not a bible—but it is a very adequate road map for the future. How can this be judged a failure?

Other changes have occurred since Stockholm. Remember that the Soviet block did not come to Stockholm. They "had no pollution". But now we know that they have some of the worst environmental devastation anywhere and face the mammoth task of rebuilding their economies on an environmentally sound and sustainable basis, while effecting their transition to market economies. I do not think we got much beyond recognizing this challenge in UNCED. There is much to do but the problem is on the table—at last.

But the most significant shift is this: it became apparent to one and all that industrialized countries have an obligation to reduce the environmental impacts of their own economic activities. Their ecological footprint is far too large and damaging. In a sense they must now create "space" for developing countries to fulfil their development needs and aspirations. And if they do not do this, deepening disparities between rich and poor both within and among nations could well give rise to war between rich and poor. I think that many in the OECD countries recognized this danger—thinking is on the move. If we continue on our present path the prospect of conflict is very real indeed. At the end of the day, this is all a matter of global security.

Thus, the obligations are on us in the OECD countries. I believe that much of the frustration of the rest of the OECD countries with the US position at Rio arose because of the attitude of the one remaining remaining "super power" with respect to this issue. Why did the US not lead in this redefinition of security?

Many of the speeches from leaders of the OECD countries made it clear that we cannot divorce ourselves from the gathering crisis of the developing world and the degeneration of the countries of Eastern Europe and the former Soviet Union. Our own economic and security interests as well as our moral responsibilities are clear. We have, after all, built the modern industrial civilization but we continue to monopolize the benefits. Meanwhile the people of the developing world must share, and indeed bear disproportionately, the global risks for which we are so largely responsible. As we move into the 21st Century, we need everyone's cooperation to bring these risks under control as well as to produce a global society that is secure and sustainable. To address this, the concept of differentiated responsibility was made clear at Rio. This is a breakthrough. The concept of ecological security had a beginning too, but it has far to go.

What then, are the prospects for implementation of the principles contained in the Declaration of Rio and of the action programme incorporated in Agenda 21 and in the new conventions?

The short-term signs are not encouraging. There is a clear tendency to lapse back to business as usual, particularly in the light of the immediate and pressing political and economic concerns with which virtually all Governments are preoccupied. The large-scale commitments of new and additional financial resources required for implementation of Agenda 21 are clearly going to be difficult to come by—if not impossible. The first challenge will come from the replenishment of the World Bank's soft loan window—termed the International Development Association (IDA). The outcome is anyone's guess, but I doubt it will include the suggested green increment. There is

still no final decision on replenishment of the Global Environmental Facility, despite agreement at Rio that initially it would be the principal conduit for the new finances called for under the conventions on climate change, ozone depletion and biodiversity.

Also since Rio, a depressing number of OECD Governments have announced further reductions in their Official Development Assistance. The simplistic jobs versus environment rhetoric in the U.S. presidential election and the resurgent parochialism in most industrialized societies are tending to erode the political commitment to the environment at home and to reduce the prospect for increases in foreign assistance abroad. These are bad times.

When it comes to financial resources, in terms of the level of realized or realizable commitments, the pessimist wins, game, set and match. Governments are into fudge and muddle and no additionality.

Nevertheless, in the longer term, Maurice Strong is clearly an optimist, as am I. He believes there is some basis for hope. He believes that the foundations were laid for the change in public attitudes and in the political mind-set necessary to produce fundamental changes in the existing order. He points to a new global partnership for sustainability based on four points. I will briefly touch on each in turn.

a) A new economics

A global partnership is not viable without a new economic regime. It is notable that Stephan Schmidheiny and 48 other Chief Executive Officers of some of the world's leading corporations made it clear through the Business Council for Sustainable Development that what is required is a veritable eco-industrial revolution (see pp. 55–60). This new industrial revolution would be driven by the full integration of the environment into our economic life. It involves the reshaping of our entire industrial system in which efficiency in the use of materials and energy and in recycling and disposing of waste

will be the key to success in both environmental and economic terms. Far from being a drag on the economy, the transition to environmentally sound and sustainable development offers the prospect of revitalizing our economies and opening up an exciting new era of opportunity for innovation and creativity.

Indeed, I would add that in Rio environmental economics had its 'coming-out parade'. It was recognized that the fiscal system has to provide tax incentives and subsidies designed to meet a sustainable way of life. At present incentives are often deeply regressive from an environmental point of view. One of the most important things Governments agreed to do in the follow-up of Rio is to undertake an extensive review and reorientation of the system of incentives and penalties which motivate the economic behaviour of corporations and individuals. This must provide positive incentives for environmentally sound and sustainable behaviour.

Let's face it, the market approach was celebrated in Rio. But let's not forget that it is fully in accord with market economy principles that each product or transaction should internalize the costs to which it gives rise, including environmental costs. When products are priced on a basis that does not provide for the environmental costs incurred in producing or disposing of them, these costs are not negated; they are simply added to the environmental deficit which must eventually be met by society at large, and normally at far greater cost.

If we go by the letter of Agenda 21, all of this adds up to profound changes within national economies. It will not be easy, but until internal financial flows contribute to sustainable development, no amount of aid is going to change anything. That much was recognized.

b) A new security regime

In the long run, our approach to New Security issues is the key to solving the financial flow and equity issues. The UNCED Secretariat established that some US\$625 billion per year was required to

enable the Third World to implement fully the provisions of Agenda 21. They also stated that 80%, or \$500 billion, must come from redeployment of their own internal resources. Of the additional \$125 billion per year, approximately \$65 billion should be available from existing Official Development Assistance, leaving a gap of some \$70 billion. This was not available in Rio and under today's conditions it is impossible.

Completion of the current round of GATT negotiations would produce some significant improvements in conditions of trade for developing countries, but would still fall far short of relieving them from dependence on development assistance.

We need to find new ways to finance sustainable development and Rio failed to produce any real breakthroughs in this area. More radical ideas are needed. Maurice Strong, for example, has suggested that at some point international taxes are inevitable, creating a degree of automaticity in the transfer of resources from North to South. These could be raised by way of a portion of taxes levied nationally, particularly on those aimed at an environmental benefit such as for a carbon tax. Such transfers would have to be justified through a new understanding of global security. Electorates would have to accept that we face environment risks to well-being equivalent to those posed by military effects. We must ask what is the price of global ecological security and, having got an answer, we must sell it to electorates in the way that the military have sold their calculations in the past.

This will take time to be manifest in dollar terms, but enough senior politicians stated the words "a threat to global security" to give a group such as ourselves great hope. The seed of the idea is there —now we must nurture it.

c) New legal regimes

The conventions on climate change and biodiversity, despite their deficiencies, represent important achievements upon which we can now

build. But they also illustrate the difficulties of achieving agreement on major global issues. If they are to be effective, they must now be followed up by vigorous and continuing efforts to strengthen them, and to ensuring their full acceptance, ratification and implementation.

Maurice Strong sees the development of law as an essential component of the follow-up. I take a different view but nonetheless still see positive outcomes. For example, in my opinion, the agreement at Rio to initiate negotiation of a convention on desertification was the wrong way to tackle a problem. It was caused by African States, rightly, believing that Rio was leaving them aside. But can an international legal instrument really help here? In contrast, the hard-won agreement on forestry principles was not accompanied by agreement to begin the further process of negotiating a convention and this I see as positive.

Despite the progress international law has made in the last 20 years, two important points were embodied throughout Agenda 21 that should temper yet more work on this front. The first is the principle of Subsidiarity and the second the importance of capacity-building. Put broadly, the first means that governance should be carried out at the level closest to the people affected with the most effective chance of success—in other words, by community solutions. We should not elevate matters to the global level if they are best dealt with nationally. Do we really need international law when national resources are at stake? Is it not a diversion? Were not India and Malaysia right? The Third World is often unable to participate fully in international environment and development cooperation because their scientific, technological, professional and institutional capacities are so weak. Legal agreements do not stick anywhere. It is clearly in our interests to help developing countries build their institutional capacities and in this we have failed. Perhaps we have been seduced into thinking we are making progress by the disease I call 'conventionitis'. It is all very convenient for politicians—perhaps for all of us.

IUCN's International Law Centre in Bonn has made an extremely important contribution to the evolution of international environmental law. I certainly do not knock that and I am also sure it will make a similarly important contribution in the period ahead. But I am sure that it would argue that the priority is to increase the local professional and institutional capabilities in this field and to provide incentives for local support and enforcement.

d) A renewed multilateral system

Maurice Strong's fourth sign of progress was the commitment to the Multilateral System at Rio. As I said, subsidiarity was blessed in Rio. But even with the application of this principle, more and more functions will have to be performed at the international level to provide the context and framework for national, local and sectoral actions.

As we approach the fiftieth anniversary of the United Nations there is a unique opportunity, as well as an imperative need, to strengthen and revitalize the United Nations at the centre of a new world order. The UN General Assembly is about to consider the institutional arrangements recommended by the Earth Summit. The centre-piece is the establishment of a new Sustainable Development Commission reporting through the Economic and Social Council. This is the principal intergovernmental mechanism for overseeing follow-up and implementation of the decisions taken at Rio. Sadly, there are already some signs of attempts to weaken the mandate and capacities of the Commission and the Secretariat that will serve it. The decisions to be taken by Governments on these institutional measures will be an important test of the strength of the commitments their leaders made at Rio in June. They also provide a positive opportunity for substantial strengthening of the UN's role in the environmental and development fields. A failure here will drive even this optimist to despair—for the new Sustainable Development Commission is key to Rio's success. It will monitor, review and be accountable for the financing and implementation of Agenda 21. In Maurice Strong's view, if there is

no clear link between financial commitments and commitments to action, the entire Agenda 21 review process could be reduced to a meaningless charade.

Maurice Strong's new Earth Council is designed to help here. Its basic objective will be to help maintain public awareness and interest in the issues addressed by the Earth Summit and ensure that the information and knowledge required for policy and decision-making is widely available. It will contribute to arrangements for monitoring, reviewing and facilitating the follow-up and implementation of the Declaration of Rio and Agenda 21. In particular it will be committed to facilitating transparency, accountability and broad public participation in the follow-up process. As with the new UN Commission on Human Rights, the NGOs will have to initiate the standard-setting and the whistle-blowing.

It seems to me that IUCN has a wonderful opportunity—to ensure, with partners inside the Union and outside, that Agenda 21 and the Rio Declaration are implemented everywhere. The first step is to encourage National Strategies to be drawn up. At a time in our history when the world hungers for leadership, there is still too little evidence of it as we move beyond Rio. IUCN can give that leadership in a practical and persistent way.

Let me end by quoting Maurice Strong:

"In the final analysis people and their Governments respond to their deepest motivations which are rooted in their moral and spiritual values. Notwithstanding the diversity in which we express these values, all invoke basic principles of caring for each other and sharing a love of nature. Out of these common elements we must now forge a new Earth Ethic which will inspire peoples and nations. We must create a global union to ensure the integrity of the earth as a secure, equitable and hospitable home for present and future generations."

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With the inauguration of this impressive new Headquarters, IUCN is well placed to exercise

the leadership which is now required of it and forge such an ethic after UNCED.

3

Changing Course: Business and the Environment

Stephan Schmidheiny, Chairman, Business Council for Sustainable Development (Zürich, Switzerland)

My presence here is evidence that IUCN has its partners in business—much more importantly, that IUCN recognizes the importance of business and industry to conservation. It is the links between conservation, business, NGOs and Governments which provide the theme of my remarks today.

Over the years, IUCN has been slowly evolving from a body dedicated to the science of the conservation of nature to an institution willing to concern itself with the difficult economic, political and social efforts which conservation requires.

The new name—The World Conservation Union—reflects the more open nature of IUCN and the wider nature of its efforts.

Let me first make a few general remarks about business—and when I say 'business' I am using the term in its widest sense to include industry, farming, forestry and commerce. I want to establish a position which may make it easier for you to understand some of my later remarks.

All businesses, from peasant farms to multinationals, use natural resources in one form or another. Many use those resources wastefully and inefficiently. Many businesses pollute. Or they aid and abet the pollution of others, as when banks finance dirty factories or products are over-wrapped. Is it therefore fair to say that business is the root of the great majority of environmental evil?

You will hardly be surprised when I disagree with this simplistic proposition. Most businesses

operate within the laws of the societies in which they are based. In democratic societies, the laws have the sanction of the majority of people because they have been made by representatives of the people. Most of us want to pay as little as possible for all products—from candy bars to energy. Businesses provide goods and services as cheaply as possible so as to win customers and clients away from competitors. These combined pressures often mean that the environmental costs of our operations are left off the balance sheets of both business and society.

I am arguing that it is as naive to treat business as something separate from society as it is to treat the environment as something separate from business.

Business operates within a societal framework, the laws and logic of which determine our coping mechanisms as surely as the ocean framework ultimately determines the coping mechanisms of a fish. This is not to claim that business is not responsible for any of its actions. Within that framework, we make decisions, take risks and adapt strategies by which we will and should be judged. But I am asserting that before business operations can be expected to reflect environmental truths, the operations of society as a whole must be altered to reflect environmental truths. Since we cannot change Nature's laws, we must change human laws, and human economic systems. And we must do this without sacrificing the open market's ability to increase efficiency and to spur technical innovation.

This is a huge task which will require work by business, governments and non-governmental organizations. But more difficult still is the necessity for these three sectors to meet and cooperate in such work.

The Business Council for Sustainable Development

There are not many examples of cooperation among these three groups, but let me offer you one to show you that this ideal is not wishful thinking.

In mid-1990, Maurice Strong, Secretary-General of the Earth Summit, asked me to be his principal adviser on business and industry. He asked me to provide an input from business to the conference and to help to focus business interest on the issues of sustainable development. I sought help, in the form of experienced Chief Executive Officers and chairmen and women of company boards to join the Business Council for Sustainable Development (BCSD), the group we formed to carry out Mr Strong's mandate. Forty-seven accepted the challenge.

I was pleased and surprised by those who accepted. Chiefs of the big chemical companies, who one might think would be most defensive about their companies' records and least willing to expose them to further scrutiny, joined quickly. Dow, duPont and Ceiba-Geigy are represented. The heads of energy companies such as Shell, Chevron, Norsk Hydro, and TransAlta Utilities joined. Metal companies such as Nippon Steel and ALCOA are represented, as are car companies such as Volkswagen and Nissan. None of these sectors has had an easy environmental time of it recently. Some have had difficult economic times as well. Yet all saw the work to be important. In the end, the BCSD had representatives from Europe, North and South America, Asia, Africa and Australia.

The Council worked with Governments through our participation in the Preparatory Committees of UNCED. We were criticized by some for not being vigorous enough in pushing our views into

the PrepCom process. We were criticized by others for being too vigorous, for somehow 'hijacking' the Rio process. I tend to feel fairly comfortable about my position when I am attacked with equal enthusiasm from opposing sides.

We worked closely with NGOs such as the International Institute for Environment and Development and the World Resources Institute. At a crucial point in our struggles to produce a document, Martin Holdgate hosted a meeting at IUCN where we laid a draft before assembled NGOs, heard some hard, thoughtful and helpful criticism and went back to the word processors and made changes.

The Business Council published its conclusions in the form of a book entitled *Changing Course: a Global Business Perspective on Development and the Environment*, now available in seven languages. We presented it to the Earth Summit in Rio, and it has been reviewed favourably around the world, most reviewers finding its conclusions both visionary and realistic. I have roughly calculated that over 1000 people were involved in this publishing effort, people from many different organizations and professions. But the environmental reality which I believe is reflected in the book is largely due to the help of the NGOs involved.

So, the Earth Summit was the first global conference with a strong, coordinated input from business. And this business input was influenced by NGOs and government officials.

The way ahead for business

Before I go on to talk about future collaboration needed to change society to reflect environmental truths, let me say briefly how I think society is already changing.

Shortly before the Earth Summit, US President George Bush expressed concern that environmental treaties agreed at Rio might hurt the competitiveness of US business. At about that time, I and my US colleagues on the BCSD were

invited to the White House to present our book to the President. There, while not expecting to change the Administration's position on the Earth Summit, we urged upon him a different view of business and the environment.

We told him that after holding 50 meetings in 20 countries, we had concluded that business excellence and environmental concerns could be combined. In fact, in the near future it will be impossible to separate the two.

We came to this conclusion after searching for a link between the two ideals of business and environmental excellence. We found that link in the concept of efficiency, which connects business, the environment, and the increasing human needs of this generation and of the larger generations to come. Efficiency keeps companies competitive; it adds most value with the least use of natural resources; and it is crucial in the fight against mass poverty in the world.

We coined the term 'eco-efficiency' to describe those corporations that produce ever more useful goods and services while continuously reducing resource consumption and pollution. We all agreed, after studying world-wide business trends, that tomorrow's winners will be those who make the most and the fastest progress in improving their eco-efficiency.

There are several reasons for this:

- customers are demanding cleaner products, as well as products and services which support the development goals of poorer countries. This customer concern comes in rising and falling waves, but there is an overall upwards movement;
- insurance companies are more amenable to covering clean companies;
- employees, particularly the best and the brightest, prefer to work for environmentally responsible corporations;
- environmental regulations are getting tougher, and will continue to get tougher;
- new economic instruments—taxes, charges and tradeable permits—are

rewarding clean companies. Business in general and the BCSD in particular is calling for the increased use of such instruments;

- banks are more willing to lend to companies which prevent pollution rather than have to pay for expensive clean-ups or fight expensive law-suits, or both.

None of these trends is compelling by itself. But taken together, they produce a powerful effect. Some of these trends are driven by NGOs stimulating Government and public concern, some by new business realities, and some by a combination of both.

These developments are pushing environmental problems up the company hierarchy. Today, in the best companies the Chief Executive Officer is also the Chief Environmental Officer. CEOs are learning that the environment is not a limited sector, but has a part to play in every single decision—just as do the questions of quality and profitability. So CEOs are assuming new responsibility and driving it home throughout the operating divisions of the company. They are beginning to go beyond regulation: they are seeking creative ways of improving corporate environmental management and are encouraging their peers to do the same.

Business has had the advantage of having already coped with the 'quality revolution'. As long as we focused only on the end of the assembly line, then improving quality meant discarding or fixing rejects—and this meant increased costs. But once we examined the total system from design on through, we found we could design quality in at the beginning, minimize rejects and actually save money. Having done the unthinkable in one area—improving quality while cutting costs—we can now at least begin to think the unthinkable in another area: decreasing resource use and improving environmental management, while cutting costs.

I think the most important thing about the BCSD's work is that it is helping to change the business approach to the environment from one

of defence and damage limitation to one of opportunity.

Taking advantage of the trends discussed above will require changes by both business and Governments. Businesses will have to seek close and open cooperation with all of their stakeholders in introducing policies aimed at sustainable progress. Stakeholders include not only the obvious ones such as customers, employees, investors, suppliers and clients, but also non-governmental organizations, Governments and neighbours. The logic of sustainable development tells us that future generations also have a stake in the activities of business today; but, frankly, we are a long way from incorporating their needs into our decision-making processes.

The main individual tasks of the three sectors we have been discussing are increasingly obvious. Business must improve its operations along the lines of eco-efficiency as I have described. Governments must develop and apply an optimal mix of command-and-control regulations and economic instruments to assure that markets reflect environmental costs. And responsible, science-based NGOs must increase the sophistication with which they advise and encourage business and Governments, helping both to define priorities and not waste major resources on minor problems. It is also obvious that none of the three sectors can effectively undertake its assigned tasks without the involvement of the other two.

The Rio Earth Summit

When the BCSD arrived at Rio, we found ourselves calling in plenary for a bold new partnership between business and Governments, noting that "business must move beyond the traditional approach of backdoor lobbying; Governments must move beyond traditional over-reliance on command-and-control regulations".

Now it is one thing to call for such a partnership and another to know how it will work in practice.

There are not many positive models of such cooperation. There are better, older models of partnerships between governmental and non-governmental agencies. IUCN is perhaps the best of these. Recently, there have been encouraging examples of NGO and business cooperation, such as that between McDonalds and the Environmental Defense Fund in the United States.

Business and Government remains the most challenging link to forge. The BCSD, which was established to contribute to Rio, has decided to continue its work and is now considering its mandate post-Rio. Some of our Council members have been inspired to establish national BCSDs in their own countries. We hope more of these will spring up. Given that it is at the national levels that the laws are made, then these national councils could be an important force for real change. This development of national BCSDs in some sense mimics the establishment of the World Conservation Strategy followed by the more particular and detailed working out of many National Conservation Strategies.

Whatever the final formula or formulae for cooperation, business will have to organize itself into relatively small groups of business leaders, well-informed in sustainable development issues, to cooperate publicly with Governments and non-governmental organizations in working out solutions.

Urgent tasks

While we have much work ahead of us in developing the forms of the forums in which we can meet together, there are some obvious choices for items at the top of the agenda.

For developing countries, many of them poor in material resources but rich in natural resources, the first task will be to create free competitive markets, thereby improving efficiency and the allocation of scarce resources. The goal must be to attract investment from outside and create opportunities inside—particularly opportunities

for members of the 'informal' sector to both join in and thrive in the formal sector.

These macroeconomic reforms must be accompanied by political changes towards participatory democracy. Effective environmental decision-making requires a people free to organize themselves into pressure groups, a free media, and freedom to vote in new leaders. Also, as the real 'environmental decision-makers' are the people making daily decisions in forests, fields and factories, then they must feel that they have a say in setting environmental rules.

Another urgent task—one that applies to developed and developing countries alike—is to reform the fiscal systems in such a way that natural resources and pollution have more appropriate prices. This takes us back to the search for an optimal mix of regulations, self-regulation and economic instruments such as pollution taxes and tradeable permits.

Another largely Government job in which business and NGOs have a role to play is the redesigning of national accounts to reflect both damages to and improvements in stocks of natural resources and in ecosystems. This would provide a better statistical database for economic analysis, along with creating an improved performance index to measure the national well-being.

Business could feed into this process by measuring environmental performance, conducting its own regular environmental audits and assessments of compliance, and periodically providing appropriate information to boards of directors, shareholders, employees, national authorities and the general public.

The requirement for clean, equitable economic growth, especially in the developing world, remains the single greatest problem within the larger challenge of sustainable development. A cost-effective way to achieve this is through business-to-business 'technology cooperation', which focuses on development of business, in the process building up the infrastructure, wealth-generating capacity, and the

competitiveness of a country. It works best through long-term business partnerships that ensure that both parties benefit by commitment to the continued success of the project.

One critical way that technology cooperation helps developing countries is through the transfer of 'software', which is just as important as 'hardware'. Software here refers not only to the know-how, operating and maintenance skills associated with the technology, but also adaptations appropriate to the cultural context and experience of the receiving organization and the society that is going to use it.

But business-to-business technology cooperation calls for—indeed, in the poorest countries demands—a new partnership between business, Government and NGOs. Private sector investment and development assistance, both bilateral and multilateral, should support long-term commercial financing and create projects that are part commercial and part concessional. Government financing and business training schemes should support the necessary capacity-building. It is easy to imagine five-way partnerships: a business in the North and a business in the South, a Government in the North and a Government in the South, and a multilateral or an international NGO helping to broker the cooperation.

Farming and forestry

Finally, we come to farming and forestry, two areas important to IUCN and two areas where the BCSD is paying a great deal of attention, as they sustain the livelihoods of almost half this planet's people and have extensive, direct impacts on the environment. Too many farming activities in the industrial world and parts of the developing world are affected by subsidies which encourage damaging patterns of resource use. As a first step, distorting subsidies which encourage the over-use of such inputs as water, fertilizers and pesticides should be gradually removed.

In the developing world, farmers rarely have the political or economic power appropriate to their

numbers or their contribution to national economies. Empowerment certainly does not guarantee more efficient natural resource management; but powerless farmers have neither the means nor the motivation to get involved in the hard work of soil, water or tree conservation, for example. On the development side, where farmers have gained access to markets, credit, improved seeds and other inputs, then crop yields have often increased dramatically.

As for forestry, about three-quarters of the planet's forests have been brought under Government ownership in the past two decades. Certainly, Governments have an appropriate role to play in protecting and conserving important forest ecosystems in the form of national parks and other protected areas.

However, Governments have rarely proved themselves effective in running forestry enterprises for timber production. This is best left to the private sector. But if business is to replant forests, create plantations and respect the ecological services of forests and the needs of all their human inhabitants, then they will need new systems of regulations and economic instruments. For example, the tax systems of many Scandinavian countries encourage the replanting of forests, even though they may take 100 years to mature, while the tax systems of many developing nations encourage forest destruction.

Conclusions

I am not in any of the above instances arguing for a "leave it to business" approach. Clearly business, by itself, cannot provide all the answers. But I do believe we have yet to define what business does best, what Governments do best, and what NGOs do best. And I do believe that given the present environmental and developmental crisis, we must sort this out

urgently and then get on with cooperating in this business of sustainable development.

Rio was not a resounding success, but it had its good points. It produced an agenda for change, and it focused the attention of leaders worldwide on some critical issues. I have noted that environmental issues have moved up to desks of the leaders of corporations; Rio put the issue onto the desks of the leaders of Governments. It also produced the crucial breakthrough of bringing business formally into the development and environment decision-making arena. Business has always fuelled development and affected the environment—using natural resources, producing pollution, developing and spreading technology, creating terms and paths of trade, and making possible both survival and progress. It is now time that business becomes involved—with Governments and NGOs—in actively and thoughtfully charting the developmental and environmental paths of humankind.

And we must begin despite great scientific, political and economic uncertainty. How much must the price of carbon-based energy increase to prevent disastrous global warming and to encourage the development of new technologies? Frankly we do not know the answer. But the point is to begin to change the prices of fossil fuels, then to adjust. When one spots an important trend in business, one does not decline to take advantage of it until one can answer the question "Where will it all end?" We know that in business there are never any 'final destinations', but continuous processes and constant adjustment. So too in sustainable development. We must all adopt the philosophy that though the detailed route may be unclear the direction of travel is obvious.

We must all—in business, Government and NGOs—also be guided by feelings of optimism and confidence. It is far too late for mere pessimism. We have a duty to act—and if we can now begin to act, we still have sufficient reason to hope.

4

Integrating Environment into Economic Decision-Making: The Key to Sustainable Development

David Runnalls, IUCN Regional Councillor for North America and the Caribbean, and Director, The Institute for Research on Public Policy, Ottawa, Canada

The lessons of Rio

This symposium has reviewed much of the evidence demonstrating why the Earth Summit was less than a success—the North/South confrontation; the unwillingness of the wealthy donors to accept their financial responsibilities; the failure of Europe and Japan to occupy the leadership position vacated by the United States; the audaciously ambitious character of the agenda, containing as it did two conventions, a declaration and a massive action programme. All of these were important contributors to the Rio muddle.

But there is another deep seated reason for the failure. Quite simply, the Conference was pursuing the wrong agenda. The environment/development agenda of Rio was badly out of date. It was essentially the same agenda tackled by the United Nations Conference on the Human Environment twenty years earlier.

Stockholm put the environment firmly on the international agenda. It produced a declaration of environmental principles. It founded a new United Nations agency—the first to be located in a developing country. It also created a set of priorities for the international system for the rest of the decade. Perhaps most importantly, it made the environment into a respectable subject of discussion for Third World leaders, many of

whom had come into the Stockholm process suspicious that the environment was a preoccupation of the rich and that environmental protection would become a brake on their economic development. In the end the high point of a conference called by the developed countries to discuss the side effects of affluence was the eloquent plea of the Indian Prime Minister, Mrs Gandhi, linking poverty and the environment.

Now that talking about the environment had become respectable, even *de rigueur* on the international scene, States rushed to set up environmental agencies. Well over 120 countries set up some kind of special body to focus on the issue. These agencies were soon armed with the usual panoply of laws, regulations, environmental impact assessments and the like. Even the international development agencies began to consider the issue. Led by Robert McNamara's World Bank, many of them established small units to examine their environmental performance.

Yet, as the Brundtland Commission pointed out fifteen years later, the global environment was in much worse shape in June 1992 than it was in June 1972. And the reasons for this are all too obvious. Both the environment and the agencies assigned to protect it have always been viewed as marginal to the processes of growth and development. Environment agencies have

intervened at the end of the development cycle, after the politically powerful agencies of finance, planning and development have taken the politically important decisions on budgets, foreign borrowing and interest rates. Their job has been to react to problems after they have occurred. And their triumphs have been measured in terms that denote this approach—reforestation, reintroduction of species, remedial action, retrofitting and restoration. And these agencies have enjoyed little clout in national cabinets. Only recently has the job of Environment Minister become a respectable way for an ambitious politician to further his or her career.

This marginalization of the environment at the domestic level has been paralleled at the international level. UNEP has remained a small and fragile organization and the environment was restricted to a small “react and cure” unit in most of the donor agencies until recently. International conferences on debt, trade, structural adjustment or the other big economic issues paid scant attention to their environmental consequences. Corporations established environmental departments and appointed qualified technical people to run them. But their jobs were largely restricted to fulfilling the requirements of the rather weak environmental agencies.

The report of the Brundtland Commission began to change this. *Our Common Future* demonstrated powerfully that the earth’s economy and its ecology were so closely interlocked that economic “progress” was now being constrained by the natural environment, particularly in those countries which rely on their natural resource bases for the majority of their wealth. Brundtland demonstrated conclusively that the environment must now become a mainstream economic issue, along with job creation, competitiveness, export earnings and the like—items which Ministers of Finance must consider when drawing up their annual budgets and capital expenditure plans. This requires that tax policies, subsidies and capital expenditures all be examined for their environmental effects. For under sustainable

development, the national budget, not the state of the environment report, becomes a government’s most important annual environmental statement. And the Prime Minister or President becomes a country’s most important environmental voice, just as he or she is the country’s most important economic advocate.

As Stephan Schmidheiny has already pointed out, this integration of the environment and economics becomes critical to the private sector as well. If environment and economics are to be integrated at the level of Cabinets, so must they be joined at the Boardroom. The CEO must become the Chief Environmental Officer if the Business Council for Sustainable Development (BCSD) concept of “eco-efficiency” is to become the way of business in the next century.

As a member of the Brundtland Commission, Maurice Strong helped to develop this concept of environment/economy integration. It also led him to the gamble of persuading the General Assembly to elevate the UNCED to a summit. This led him to the gamble of asking Stephan Schmidheiny to bring the UNCED issues before some of the most powerful people in the private sector. If Stockholm put environment on the international political agenda, then Rio would move it to the centre of international politics.

Unfortunately this argument was lost on the UN diplomats who set out the original UNCED agenda and dominated the meetings of the Preparatory Committee. Instead of setting out the Brundtland “win-win” agenda of sustainable development, they reverted to the old Stockholm mind set of environment and development, or more often, environment versus development. To the very end, the Earth Summit was disrupted by the warfare between the Northern agenda of climate change, biodiversity, forests and marine problems and the Southern agenda of development, debt relief, additionality, technology transfer and the need for “ecological space”. Even near the end of the meeting, I heard complaints from Southern delegations that there was not enough “development” in the Conference

documents and from Northern delegates that the "environment" was being short-changed.

Well, UNCED is finished. And there is no guarantee that if the Conference had pursued the right agenda that it would have been more of a success, although it must be said that most of the Heads of State took the right rhetorical line about the importance of environmental concerns in their speeches. But the politics were just not right. And the politics of the current General Assembly debate on the Commission on Sustainable Development are not likely to get any better.

But if Rio was not a success, neither was it a failure. Well over 100 Heads of State attended the Conference. Each of them made a speech. Many of these speeches forced bureaucrats from economics ministries to negotiate with bureaucrats from environmental and natural resource management ministries. And the speech which emerged focused the attention of the Head of State, at least for a moment, on the relationship between economics and the environment. The same process took place within the multilateral aid agencies. The President of each of these agencies made a speech which focused him on these issues as well.

Although they fall well short of what is needed, Agenda 21 and the conventions provide a negotiated jumping-off point for addressing the problems identified in the Brundtland Report. The BCSD Report is likely to accelerate the trend in the private sector toward more environmentally sound and efficient corporate strategies. There will be some more money for the GEF and for UNDP. With the advent of President Clinton, we may see the United States as an early signatory of the Biodiversity Convention. His administration may even permit the targets and timetables for CO₂ emissions to be put back into the Convention on Climate Change. There may be an "Earth Increment" in the next replenishment of the soft loan window of the World Bank. And some of the bilateral donors will make some new and additional funds available for sustainable development.

Despite the reservations of many developing countries, it is also clear that access to these funds will carry some conditions. At the very least, it seems likely that the World Bank will require recipients of GEF monies to prepare some form of national plan for sustainable development. Other donors may require the same sort of document. These kinds of planning exercises could provide ideal opportunities for merging environment and economics in decision-making if they involve senior decision-makers from economic policy agencies and if they are genuinely indigenous.

I think IUCN should seize the initiative, along with other NGOs and national Governments, to make these into genuinely indigenous national strategies. Although lip service will doubtless be paid to the latter, there will be a terrible temptation for the funding agencies to require the rapid completion of these plans, in order to provide a basis for their lending policies. The same army of foreign consultants who swarmed all over the developing world preparing national forestry action plans under the Tropical Forestry Action Plan will be more than willing to do the same for national sustainable development strategies. With its extensive experience in the development of genuinely indigenous National Conservation Strategies, IUCN must strive to persuade and assist aid agencies and national Governments to use the preparation of national strategies as genuine capacity-building opportunities for local organizations and not just as documents providing a rationalization for the choice of development projects.

Experience from Canada

We in Canada may well have something to contribute on the involvement of senior decision-makers. Even before the World Commission on Environment and Development completed its report, the Canadian Council of Ministers of the Environment (a group consisting of the federal minister and the Ministers of the Environment from the country's ten provinces and two territories) created a task force to prepare the Canadian response to *Our Common Future*.

The National Task Force on the Environment and the Economy, as it was called, consisted of the federal minister and six of his provincial colleagues, six Chief Executive Officers of some of the country's most polluting industries, and representatives from environmental groups. They met several times over the course of a year and prepared a report which still stands as a model of brevity (15 pages) and clarity. It endorsed most of the Brundtland recommendations and called for the incorporation of environmental concerns into all aspects of economic policy in Canada. It called upon all levels of government in Canada to set up similar groups of senior decision-makers to conduct a dialogue on environment and economy. Finally, and not the least of its achievements, it made it respectable for environmentalists and CEOs to talk with each other.

Since the publication of the Task Force report, 13 of these Round Tables on the Environment and the Economy (as they have come to be called) have been established at the federal and provincial level in Canada. I am a member of the Ontario Round Table. We have just completed the drafting and publication of a Sustainable Development Strategy for Canada's wealthiest province. Although I am well aware that such models are inevitably culture bound, some of our experiences might be of use to IUCN and to other countries in planning their sustainable development strategies.

Our Round Table consists of 20 members. Six are Ministers in the government of the province. In addition to our Chair, the Minister of the Environment, we have the Ministers of Industry, Trade and Technology, Energy, Natural Resources, Municipal Affairs and Agriculture. Our four CEOs come from forestry, banking, mining and food processing (a fifth, from telecommunications, and a sixth, from the petrochemical industry, resigned for personal reasons before the report was completed). Four of us represented the environmental community, others represented organized labour, the academic community and the

indigenous people of the province. We met formally more than a dozen times over a period of three years. Small groups and committees met more often.

We decided at the outset to confront the environment/economy relationship head on and to try to agree a sustainable development strategy for the province. We also felt strongly that the formulation of such a strategy should involve a good deal of public consultation with the people of Ontario. Before such consultation could take place, we resolved to see if we could agree upon the elements of a strategy among ourselves. After a good deal of heated discussion, we published a paper setting out the elements of a sustainability strategy. They are:

- informed decision-making (integrating environment and economics in decision-making);
- full cost accounting and pricing;
- living off the interest of our natural capital;
- quality of development over quantity;
- respect for nature and the rights of future generations.

Armed with this catechism, we established six sectoral working groups and charged them with consulting with the people involved with that activity to develop a sectoral sustainability strategy (the sectors included energy, forestry, urban development, agriculture and food, manufacturing and transportation). A seventh working group was formed by Ontario's native peoples. They not only elaborated their own unique concept of sustainable development, but also seconded members to each of the other task forces.

Simultaneously, the Round Table's Policy Committee, which I had the honour of chairing, commissioned a series of studies on issues which we felt were critical to the development of a strategy, but would not fall within the purview of any of the sectoral groups. These are:

- indicators of sustainable development. In order for a strategy to be successful, we

- felt that society needed some benchmarks against which to measure progress. And since sustainable development implies social, economic and environmental sustainability, its indicators would need to combine techniques to measure all three;
- the costs of inaction. There is a tendency to assume that environmental protection is expensive, particularly in a time of recession. But society bears tremendous costs of not taking action—costs in terms of health care from diseases resulting from high levels of pollution or crop losses from air pollution or the loss of biological diversity and recreation lands. German studies place these costs at 100–500 billion DM per annum. We felt that public knowledge of these costs is essential if environmental spending decisions are to be taken rationally. We tried to develop a methodology for measuring these costs in Ontario. Preliminary guesses put them at hundreds of millions of dollars;
 - measuring the effects of environmentally perverse subsidies. Canada is one of the OECD countries contributing to the annual farm subsidy bill of US\$300 billion. Many of our farm subsidies were adopted for perfectly sensible reasons at the time—preserving the family farm, protecting producers of particular products from foreign competition, or fostering regional development. But there is ample evidence that they are environmentally blind. Not only do they punish Third World farmers, but they encourage wetland drainage, cultivation of marginal land and the destruction of biological diversity in rural areas in Canada as well;
 - the use of economic instruments. Our system of command and control environmental regulation has been a failure in Canada. Given the interest in market based incentives in other developed countries, we felt we needed
- to investigate their potential use in Ontario;
- sustainable development and workplace governance. If businesses do begin to pay attention to the BCSD and incorporate sustainable development into their planning and operations, what is the appropriate role for organized labour?
- The Round Table took the results of all of the sectoral task force reports and the policy committee documents and produced a strategy for sustainable development for the province. The report was unanimously agreed, with the business leaders taking an active role in gaining agreement at the end.
- The document contains a large number of recommendations. Those which might particularly concern us here are those relating to decision-making and accountability. We spent a good deal of time wrestling with the need to incorporate environmental concerns into decisions before the decisions were taken. We recommended that the Province establish a Commissioner of Sustainable Development. This person would be appointed by the Legislature and not by the Government. She or he would report directly to the Assembly. This Commissioner would be charged with developing a set of indicators of sustainable development and reporting on the province's progress toward sustainability. These reports would also include the costs of inaction. We recommended that all proposals requiring Cabinet approval be analyzed in advance for their environmental and economic sustainability. We also recommended that the environmental implications of the provincial budget be analyzed and presented at the same time as the budget is presented for debate. Finally, we recommended that the Government require every ministry and parastatal to develop its own strategy for sustainable development. After this strategy has been accepted by the Government, all of these bodies

must move to adjust all of their present and planned activities to comply with it.

We also made a number of recommendations designed to ensure greater accountability by the private sector. We called upon all public and private companies to establish environmental committees of their Boards of Directors. We called upon industry to develop guidelines for voluntary corporate reporting and disclosure of their environmental performance and we recommended that industrial associations in the province develop their own environmental codes of practice and that the Chief Executive Officers of member companies be required to sign these codes personally as a condition of continued membership in the association.

I use the Ontario example not because I think it will have universal applicability. Nor indeed because I am certain that it will be implemented in our own jurisdiction. The Premier has received our report and made the appropriate noises toward it. But no legislation yet exists. But it does provide one model for integrating the environment and the economy in decision-making.

Conclusion

I believe that a sustainable development agenda which blends environment and development together is the only way out of the political gridlock created at Rio. The "traditional"

approach taken by many in the conservation community of isolating concepts such as the environment or biodiversity is one which is bound to lead to the conflict and discord which we saw at the Earth Summit. And our experience in Canada shows that rather broadly based collections of decision-makers from all of the interests involved can come to a surprising degree of agreement on how this integration is to take place.

In most countries, this integration can best be demonstrated by the preparation of national strategies for sustainable development. And IUCN has unparalleled experience in the preparation of such strategies. True, the first National Conservation Strategies were rather traditional with their focus on protected areas and biodiversity and their location in parks and natural resource management agencies. But the more recent efforts represented by the Pakistan NCS indicate that strategies can be integrated into national development plans and that development planning agencies can be instrumental in the preparation of the NCS.

Surely the Union and similar agencies must respond to the demand from both donors and member countries alike for help in the development of such strategies. And we must find a way to do this so that the strategy process provides the kind of short-term results required for project identification while reinforcing the longer-term development of the capacity of a country to develop its own policies in this area.

5

Reshaping the Aid System to Support Sustainable Development

Josué Tanaka, Deputy Director, Infrastructure, Energy and Environment Department, European Bank for Reconstruction and Development

This paper addresses the question of how to make development assistance more supportive of sustainable development and the implications of this for the development aid system. Within the space available I do not pretend to provide a comprehensive and detailed answer to this question. Instead, I will examine the current context of environmental financing and from this consider some specific implications for the development assistance system.

The European Bank for Reconstruction and Development (EBRD) is a new institution and the latest member of the development community. In addition to its merchant and development banking functions, it is the first international financial institution to have an environmental mandate in its foundation charter. This means that we have been working hard on environmental issues since our creation. We appreciate sharing some of our thoughts with you today.

My presentation will be made in three parts: first, I will examine the role of public development assistance flows and their relevance to supporting sustainable development; second, I will look briefly at the range of organizations involved in traditional development assistance; and third, I will derive some specific recommendations on how development assistance could help build the

capacity for sustainable development more effectively.

The role of development assistance

Let us first consider the present situation of environmental financing and its implications for development assistance.

The obvious issue is the massive imbalance between the challenges ahead and limited public means to address these challenges. The Earth Summit clearly highlighted this and revealed the growing gap between financing requirements and available development assistance. In fact the imbalance is growing: more elaborate assessments of the environmental issues confronting the planet are leading to estimates of financing requirements between US\$50 and \$625 billion per year; yet the financial means to address these issues have recently tended to decrease.

The magnitude of actual environmental financing is affected by a range of institutional and economic factors:

- the existence of market and price mechanisms, which provide appropriate incentives;
- the impact of structural adjustment, trade policies and technology transfer issues and the nature of policies for economic growth;

- the regulatory framework in terms of legislation, regulation and control procedures; and
- the spatial or geographic dimension in terms of the scope of the environmental issues addressed and the related externalities.

The issue of environmental financing cannot be viewed in terms of financial transfers alone, and even less in terms of public financial transfers. World trade, debt and population growth are key factors in sustainable development, and development assistance will only help if it can address these issues effectively. This is a key point which must shape forthcoming discussions on environmental financing and the development of policies and actions in this area.

Why are we reducing our expectations of how much the public resource transfer system can contribute to resolving the broader need for environmental financing? There are many reasons:

- public development assistance is limited. It currently stands at about US\$55–60 billion per year. To put this amount in perspective, it is about a third of what Germany invested in its eastern *länder* in 1991;
- of this amount, only 10–20 percent (and this is using a broad definition) is related to environmental financing. This amount is certainly modest in terms of the estimates of required environmental financing mentioned above;
- in the current economic situation, there is no additionality in development assistance flows. Any increase in funds allocated to environmental financing will be allocated from the existing development assistance budgets;
- furthermore, pressure to reduce development assistance is increasing due to the present economic situation in the donor countries;
- an increasing share of public development assistance is being allocated to global

environmental issues such as global warming, protection of the ozone layer, international waters and biodiversity. The clearest example of this is the Global Environmental Facility, which has mobilized US\$1.3 billion during its pilot phase and was considered by most donor countries at the Earth Summit as a major instrument of future public environmental financing. Again, there is no additionality here. The strength and weaknesses of such centralized assistance are also becoming apparent:

- financial support from market-based sources involving private savings is expected to grow. This will provide investment in cleaner industrial technology and pollution control, in response to fiscal or regulatory incentives. These incentives include a range of tax instruments, often based on the 'polluter pays' principle, private green equity funds, recycling policies or tradeable pollution permits;
- the user or consumer is likely to be the main financier of environmental improvement through cost-recovery mechanisms (for example in the case of water), well ahead of the taxpayer and development assistance donors. This is particularly so in middle and high income countries;
- finally, it must be recognized that the main factors in the creation of an expanding and functioning market for environmental goods and services, and therefore of the financing associated with it, will be the harmonization of norms and standards and the emergence of increasingly tight legislation on environmental liability.

This long list supports the first point of this paper: any reshaping of the aid system must recognize that public financial transfers will not be the main element in promoting sustainable development.

Broadening the base for action

The second main point is that the range of organizations involved in the development and implementation of environmental action under traditional development assistance must be expanded. The above points on environmental financing show that the public sector has a limited ability to finance and implement action on a scale anywhere near the level needed. Also, its efficiency in implementation has been the topic of much scrutiny and comment.

Any reshaping of development assistance to build capacity for sustainable development should therefore examine the following points:

- traditional development assistance has been better at thinking globally than at acting locally. This is shown by the numerous plans and programmes but the more modest record of actual implementation;
- business must play a key role if any significant difference is to be made to the magnitude and scope of investment. Internalizing environmental costs and the associated strengthening of market incentives for environmental investment must be a priority. The practical and results-oriented approach of the private sector is a major reason for its efficiency of implementation;
- local government, non-governmental organizations and utilities must be given a real opportunity to work within the development assistance system. So far, that system has been at best clumsy and at worst closed to real collaboration;
- the recent increasing tendency towards centralization through mechanisms such as the Global Environmental Facility should be re-examined;
- an important cause of the limited action at local level is that development assistance tends to operate in a top-down way giving a major role to central Government.

National strategy exercises and excessive reliance on central controls and institutions weaken the formulation, and particularly the implementation, of both policies and projects.

Directions for change

~~RESHAPING THE AID SYSTEM~~

The easy part of this paper—the part where one criticizes and comments—is now over. I will now briefly outline some specific directions through which development assistance could support the capacity for sustainable development more effectively.

Several of these conclusions are based on work currently being developed by the European Bank in the context of Central and Eastern Europe. While the environmental problems of this region have several specific aspects, parts of our experience are of more general relevance.

Development assistance should not be assessed simply in terms of volume. It should, instead, be examined for its capacity to achieve results in the following areas:

- first, institution-building and appropriate market-pricing (including the appropriate treatment of environmental externalities);
- second, resource mobilization from both private and local sources;
- third, the establishment of appropriate financial and regulatory incentives.

Recognizing these points, the European Bank has focussed its environmental operational priorities on the following two-level approach:

- a project approach focused on enterprises, local government and the private sector; and
- a regional programme approach aimed at building institutional capacity, setting appropriate incentives and identifying priority areas for investment.

The project approach helps to:

- motivate and mobilize national and local organizations as well as international partners around concrete objectives and activities;
- support the local level, which has become a major source of environmental action as a result of the unprecedented political and administrative decentralization currently underway in Central and Eastern Europe;
- develop institutional capacity around precise tasks and objectives;
- mobilize private external resources in the form of debt or equity.

Projects are underway in most countries of Central and Eastern Europe in the areas of waste-water treatment, solid and hazardous waste management, conservation and industrial pollution control. They are helping to mobilize private investment and to increase cost-recovery to complement constrained public resources.

At present, our regional programme approach is focused on the Baltic and Danube regions. The European Bank has been actively participating in a Task Force of the Helsinki Commission responsible for reversing the environmental degradation of the Baltic Sea. In the Danube, the European Bank has been focusing its attention on supporting the establishment of a long-term environmental management capacity with a particular focus on investment preparation and programming.

In both regions, the programme approach allows us to:

- develop common actions to address issues at a regional scale;
- build up the environmental institutional capacity of the countries concerned;
- strengthen cooperation not only between governments but also between international institutions; and
- improve capacity to mobilize resources through coordination and a coherent build-up of the regulatory system.

Tight procedures for environmental review must be consistently applied to all the activities of development banks and institutions. The European Bank has placed an early emphasis on defining such procedures, and is applying them systematically to all its development and merchant-banking operations.

Finally, this two-level approach must be supported by an appropriate range of financial instruments, the range and flexibility of which also need to be increased.

At the micro-level, environmental projects tend to face the following issues:

- first, there are severe constraints both in terms of budget and the capacity to provide sovereign guarantees. (Most international financial institutions require a sovereign guarantee);
- second, most environmental projects generate local currency; as a result external investment is subject to convertibility risks which influence decisions from the private sector;
- third, cost recovery for environmental services is notoriously low in most countries. Water is a case in point. At the same time, the social and economic situation of most developing countries places significant constraints on improving the levels of cost recovery. This has significant consequences both for the use of public resources, which are often directed to subsidize inefficient services, and for attracting private investment;
- fourth, in most developing countries environmental management is in general weak, together with financial management capacity.

Addressing these issues requires a broad range of financial instruments. Accordingly, the European Bank currently provides:

- loans to central governments backed by sovereign guarantee;
- loans based on local security;

- limited or non-recourse finance particularly oriented to mobilize private sector equity;
- technical assistance grant funds;
- equity investment from its own resources.

Conclusions

The examples above suggest a possible direction for reshaping development assistance to sustainable development. In summary:

- public development assistance will have a marginal role by itself. In order to be effective, it must increase its catalytic effect by mobilizing private investment and

- local resources. It must help to increase efficiency and it must focus on affecting trade, investment and price incentives;
- traditional development assistance must expand its range of counterparts, opening them up to local authorities, the private sector and non-governmental organizations, and must modify its own procedures to achieve this;
- the range of financial instruments and channels of development assistance must be made more flexible and differentiated in order to mobilize the maximum amount of financial resources.

6

UN Action for a Sustainable World and the Role of UNESCO

***Adnan Badran, Assistant Director-General for Science,
United Nations Educational, Scientific and
Cultural Organization (UNESCO)***

I feel very privileged to be with you today and to present the greetings of the Director-General of UNESCO, Federico Mayor. UNESCO has a special, if not somewhat maternal, interest in the well-being of IUCN since it was Mr Mayor's illustrious predecessor, Sir Julian Huxley, who was a co-founder of IUCN in 1948. The cooperation between UNESCO as the inter-governmental organization responsible for science, education and culture, and the World Conservation Union, which rallies the tens of dozens of separate conservation groups, has never ceased. It is my hope that with the opening of the new Headquarters, the World Conservation Union will be on the verge of a strong progression in promoting the conservation of natural resources and sustainable development.

I have been requested to speak on the role of the United Nations, and particularly UNESCO, in shaping a "sustainable world".

If this symposium had occurred at the same time last year, I might have had a different story to tell. The United Nations Conference on Environment and Development (UNCED), which took place in June 1992, has had a profound impact on the UN system. The largest ever gathering of Heads of State and rightly termed the Earth Summit, UNCED poses a challenge to the UN system and gives it the opportunity to make some radical changes.

In this paper, I shall describe what is happening

within the UN family following UNCED and especially how UNESCO is proposing and making changes in response to it.

In making this analysis, we must recall that the preparation of UNCED coincided with a series of historical events that have radically changed the rules of the political world game. With the unexpected and new encounter of the North and the South, the combined consideration of environment and development at Rio was highly relevant and timely. Never before had the idea of sustainable development—both ecologically and economically sustainable—been so widely endorsed.

Sustainable development, based on what we used to call the "rational use of natural resources", has been advocated by UNESCO since the Biosphere Conference in 1968. We tend to forget that UNESCO's Man and the Biosphere Programme has explored the double facet of environment and sustainable development for over 20 years. UNESCO has also contributed to the human and cultural dimensions of development in its debates over the years. But, we owe thanks to IUCN and the World Conservation Strategy of 1980 for having articulated the term "sustainable development" so clearly at that time, paving the way for the Brundtland Commission to point to the "upstream economic driving forces" that determine development policy at the local level and thereby the way in which the environment

is put at the service of humankind.

The results of UNCED have been evaluated differently by Governments and the many other stakeholders in environment and development. There is full agreement that UNCED represents a conceptual breakthrough with far-reaching implications for future world cooperation and for reshaping the work of the United Nations. After Rio it is no longer credible to prepare environmental programmes without placing them in the context of development, nor is it feasible to discuss development without taking environmental considerations into account. Sustainable development is now one of the three top objectives of the international agenda together with peace and human rights. This will have far-reaching implications for the work of the United Nations. The post-UNCED process, started in Rio, will accordingly shape and modify the work of all UN bodies. The basis will be Agenda 21, which was negotiated and adopted by the countries of the United Nations.

UNCED has also brought about a number of irreversible changes in the perception of the problems and of the ways to solve them. One is the recognition of North-South interdependence in trying to find solutions to the interlinked global problems of environment and development. Another is the recognition that the UN system and Governments themselves cannot cope with these problems alone. New partnerships need to be forged with the non-governmental sector, with the scientific community, and with business and industry. Without that cooperation, I think that the UN system will fail to achieve the follow-up of UNCED on sustainable development.

The Commission on Sustainable Development

— A new institution for the 1990s

In order to respond to this new intellectual and political situation, UNCED recommended the establishment of an inter-governmental Commission on Sustainable Development (CSD). In Agenda 21, CSD has the task to ensure "the effective follow-up of the Conference, as well as to

enhance international cooperation and rationalize the inter-governmental decision-making capacity for the integration of environment and development issues and to examine the progress of implementation of Agenda 21 . . .".

The most important decisions on the membership, frequency and place of meetings, relationships with other UN organizations, etc., will be taken by the UN General Assembly in New York in the next months. It is certain that the effectiveness of the CSD will depend on how much power and independence it is given by the UN General Assembly. In turn, this will determine the seriousness of the follow-up to Rio on sustainable development. Indeed, some have argued that such a body, placed under the Economic and Social Council (ECOSOC), will be powerless and have no impact. Others say that ECOSOC is not as weak as it is made out to be and that if given enough *espace de liberté* and resources, the CSD could be very effective indeed.

Two aspects of the proposed work of the CSD will be monitoring how countries are living up to the commitments they made in Rio and ensuring the cooperation of the UN agencies and programmes in matters of environment and development. In their speeches at Rio, Heads of State made many commitments and this in itself is a great achievement. At the national level, it is certain that the CSD should operate in a more dynamic and proactive way than simply by taking note of periodic national reports. As regards the provision of financial resources and the transfer of technology, the CSD must also monitor institutions such as the World Bank with the Global Environmental Facility (GEF), as well as Capacity 21, which was established by UNDP. Otherwise we cannot expect a substantial follow-up to Agenda 21. It must also monitor how countries are meeting their commitment to provide at least 0.7% of their GNP for overseas development assistance as was agreed in Rio. It is not yet clear how the CSD will undertake these tasks.

Cooperation within the UN system

Agenda 21 omitted to specify, in almost all areas, which agency within the UN system should be responsible for overseeing cooperation on which topics. The UN Secretary General has acted swiftly to address this question by creating a Task Force of the ACC (Administrative Committee on Coordination), consisting of seven UN bodies (FAO, WHO, WMO, UNEP, UNESCO, UNDP and the World Bank). This Task Force has just completed its work. After having taken account of the Task Force's report, the ACC has decided to create an Inter-Agency Committee on Sustainable Development (IACSD), which will form part of a three-tier machinery to coordinate the UN system's follow-up to UNCED. This machinery consists of the ACC itself, the subsidiary ACC coordination bodies and other inter-agency coordination arrangements (of which the Ecosystem Conservation Group is a special IGO and NGO mechanism with UNEP, FAO, UNESCO and IUCN as core members), and the Inter-Agency Committee on Sustainable Development. This Committee will be made up of the senior officials of nine agencies of the UN system, including UNESCO. Its main objective will be to launch a process of inter-agency consultations for UNCED follow-up, aiming to assist the ACC to (a) streamline the coordination machinery, (b) allocate and share the responsibilities for Agenda 21 implementation within the UN, (c) monitor the new and additional requirements for the UN system organizations in relation to Agenda 21, and (d) assess new and existing reporting requirements. This Committee will be serviced by the secretarial support structure for the CSD.

NGOs and other independent sectors of society will probably have a very important role to play in the operation of the CSD. NGOs were a key element in the decision to create the CSD in the first place, and no doubt will be called upon more and more to bring their independent, specific expertise and flexibility into play, for example in the monitoring activities I have mentioned above. It behoves an organization like IUCN to follow

the work of the CSD very closely and see how it can best contribute.

UNESCO after UNCED

I would now like to turn to the specific changes which UNESCO is undertaking in this process of responding to Rio. First, I should emphasize that Federico Mayor has committed his personal leadership in developing this response.

He feels that UNESCO's mandate to "construct peace in the minds of men through education, science and culture" is even more relevant in the new quest for sustainable development. Hence UNESCO must build up the basic foundations and human resources for sustainable development in these three areas. This thinking has been strongly endorsed by the UNESCO Executive Board, which has very recently decided to create a World Commission on Cultural Development under the leadership of Pérez de Cuéllar, former UN Secretary General, and an International Commission on Learning for the 21st Century, under the leadership of Jacques Delors, President of the European Commission. Also, UNESCO will be promoting the Basic Sciences for Development at a World Conference planned for the end of 1994. In undertaking these and other specific post-UNCED activities, UNESCO will be contributing to a general programme of "culture for peace".

The Rio process gave rise to a number of new perceptions which are of particular relevance to UNESCO. These include the recognition:

- that more research, particularly in the basic sciences, is required to provide the information needed to support sound decision-making;
- that educating the public will be indispensable for the successful implementation of Agenda 21, of the two Conventions, etc.;
- of the importance of cultural diversity and the need to take account of, and use, this diversity in finding solutions to environment and development problems;

- of the need to arrive at a true integration of science, education and culture in policy-making, instead of considering them separately as in the past.

During the preparation of UNCED, at UNCED itself and at the session of the UNESCO Executive Board that finished on 30 October 1992, Governments have requested that UNESCO concentrate on those areas of Agenda 21 where it has a comparative advantage and could take the lead in the UN system. These areas are:

- training and capacity-building in developing countries;
- educating the public and providing information for decision-makers;
- scientific issues related to the oceans (especially through the Global Ocean Observing System);
- management of freshwater resources, based on the experience of the International Hydrological Programme (IHP);
- *in situ* conservation of and scientific research on biodiversity, which would contribute to the work of the Convention on Biological Diversity.

The last of these topics is of course of special interest to IUCN. UNESCO has developed the biosphere reserve as a tool for conserving biodiversity *in situ* while promoting the well-being of the local people who live within and around such areas. UNESCO greatly appreciates the support of IUCN in further developing the international biosphere reserve network, for which an Advisory Committee on Biosphere Reserves was established by the General Conference of UNESCO last year. Biosphere reserves, of which there are 300 in 75 countries and another 13 recommended by this Advisory Committee, will be increasingly used as 'tools' for carrying out much of the research needed on biological diversity, in partnership with different organizations.

One initiative to do this is the Diversitas programme, which UNESCO has recently

launched jointly with IUBS and SCOPE. Diversitas aims at providing a better scientific understanding of biodiversity by conducting research into its ecosystem functions and on the origins, maintenance and losses of biodiversity. An ambitious inventorying and monitoring programme based essentially on biosphere reserves is also being developed. We look forward to more IUCN involvement in Diversitas as it moves from the conceptual to the operational phase.

IUCN has of course been closely involved with the implementation of the UNESCO World Heritage Convention for the natural heritage. This Convention aims at safeguarding the outstanding examples of the world's cultural and natural heritage. It protects some of the most important and richest natural areas of the world. IUCN's involvement and sound technical advice has served to build up the reputation of the Convention as one of the strongest and most universally accepted international legal instruments for nature protection. As this year marks the 20th anniversary of the adoption of the World Heritage Convention, I would like here to acknowledge IUCN's cooperation with UNESCO in this important endeavour over the last 20 years.

In addition to consolidating and developing these established UNESCO initiatives, Federico Mayor believes that UNESCO will also need to make a new and major effort to develop more intersectoral activities and a truly intersectoral programme on environment and development. In his view, Agenda 21 provides UNESCO with a unique opportunity to make use of one of its greatest potential comparative advantages, namely that of being able to work at the interface of education, science including social sciences, culture and communication. He has started a wide consultation process, of Member States, outside experts and of the staff of the Secretariat, to devise how best to use this comparative advantage. In doing so, it is not taken for granted that all the present programmes and programme structure of UNESCO on environment and development should continue. Changes should

take place progressively during the 1994-95 biennium and be consolidated over the subsequent six-year period.

As a result of UNCED, the Executive Board of UNESCO has approved four inter-sectoral programme areas as part of the next programme and budget of the organization. These initiatives are:

- to provide information on environment and development with a view to educating the public and ensuring a better decision-making process. The ECO-ED Congress on Environmental Education and Communication, sponsored by UNESCO and the International Chamber of Commerce, which has just taken place in Toronto, Canada, has suggested ways and means of achieving this;
- to modify training programmes and how institutions function so that they can address complex environment and development issues in a cross-cutting and cross-sectoral way. Society continues to address these issues in a sectoral fashion, as if we had the institutions of the last century;
- to analyse the decision-making process and the local conflicts that can prevent or promote sustainable development. A series of sites would be chosen as "experimental laboratories" for analysis;
- biodiversity, notably the Diversitas initiative on its functional significance and on its dynamics in space and time. Cultural aspects such as ethnobotany and traditional knowledge, as well as educational aspects, will be added.

Conclusion

In responding to Rio, we have to face reality. In only a few years time, in the year 2000, there will be an estimated 6 billion people on earth. As is recalled in the Rio Declaration, every one of these people is entitled to a healthy and productive life in harmony with nature. Also, countries have the sovereign right to develop and exploit their own environment and the responsibility to ensure that activities within their jurisdiction and control do not damage the environment of other States, or of areas beyond the limits of national jurisdiction.

The United Nations system with over 170 countries is the only forum where the environment-development debate can be conducted collectively and the solutions agreed upon.

The Director-General of UNESCO and I, and many other colleagues in the service of the United Nations, believe that UNCED has laid the path for a reinvigorated and replenished UN system, working for a sustainable world. It has laid the foundation for new types of partnerships and methods of working to resolve the complex issues at hand.

This symposium is on the future role of IUCN. I would therefore like to end by posing a challenge to IUCN and suggest that post-UNCED its future lies in forging partnerships with UN organizations, with NGOs, with private groups and with industry, to promote conservation and sustainable development. UNESCO, having been so intimately linked with the founding of IUCN, would like to renew and strengthen the cooperation between our two organizations. We in UNESCO are ready to pool our resources to help build a sustainable world.

Involving Communities: The Role of NGOs

***Yolanda Kakabadse, IUCN Vice-President, former Executive Director,
Fundación Natura, Ecuador and former NGO Liaison Officer,
UNCED Secretariat, Switzerland***

The nature of NGOs

The term "NGO", or non-governmental organization, raises contradictory reactions around the world. To some it means hope, to others conflict and antagonism, and to many an opportunity to become involved in an active way. To others it raises the question of what an NGO truly is, what is its composition, whether it has rights and obligations, and who should set the limits on its activities.

Nor is it completely clear who has the right to be called an NGO, and to what extent an NGO can claim to represent society. When it does, we must ask ourselves whether society has elected the representatives of the NGO or whether they are self-appointed. We must also ask ourselves how far society itself can be represented by a handful of organizations. These and other questions still require adequate answers.

UNCED added a further dimension, extending the meaning of "NGO" to cover all organizations that were not part of government, even including local authorities and parliamentary organizations! The UNCED Secretariat was much criticized for this and it is in reality our fault for not having found another set of words. Indeed, NGO is a horrible phrase, saying what you are not rather than what you are and what you do. I hope that the NGO community can come up with some solutions to these conundrums.

Until we find a solution, I believe that we should leave the definition of NGO as something very loose that allows as many groups as possible to be included. All we know is that NGOs should be non-profit, that they should be formally established in the society in which they operate, and that they should be independent from the Government.

Very often, as individuals or as government representatives, we are hurt by the blunt and direct accusations that NGOs tend to make. I am glad that NGOs do behave in this way, even if they are rude and angry. Someone has to accuse and to be a voice of conscience. Governments will never do this, nor will intergovernmental organizations, nor the UN system. Sometimes the NGOs are wrong, but most often we are hurt because they are right. Instead of welcoming their accusations and opening up to them, we tend to brush them aside and call into doubt their understanding and technical capacity.

Of course many of them do not have the technical capacity, because for the most part they have virtually no money! So how can we expect them to come up with documents to prove their accusations, if we do not give them support? IUCN should do more to help its many NGO members build their institutional capacity—to give them sufficient strength to speak and to be truthful.

There are several myths about NGOs that must be dispelled. Some NGOs believe that no-one else has the right to speak on their issues. There is also a tendency among NGOs to disqualify every other NGO that does not think with like mind. Some feel that if another NGO has a different standpoint on economics or on debt swap, then it is not credible or legitimate. And then there is the other mistaken belief that an NGO is only a real NGO if it keeps its structure and administration at an informal level. However, the UNCED process has provided an opportunity to acknowledge the existence of a much wider world of NGOs which could result in a redefinition of these principles.

In any case, we are all certain that we need NGOs in every society. In the past, their role has mostly been peripheral and the main decision-making about the future of nations and of the planet did not include their participation. Recently, however, they have played an incredibly valuable role in almost all countries.

NGOs at UNCED

The participation of NGOs in the UNCED process marked a watershed. More than 1400 NGOs took up the challenge and became intensively involved. In the two years of preparation for Rio, a great interaction took place around the world between NGOs of all sizes and backgrounds, as they prepared their strategies. For the first time in the history of the world, there was an opportunity for NGOs to meet systematically with numerous representatives from organizations of all kinds, and to build and strengthen alliances. And as might have been expected, the discussions dealt not only with technical issues but with political and ethical ones too. NGOs did not take decisions in Rio but by being able to come to the front line and to speak up in the sessions they made a substantial difference.

I am sure that this is the beginning of a trend that will develop, and will bring communities into the process of decision-making. After all, we are trying to decide the future of all our countries and

societies, and it does not involve just those that we have elected at one time or another.

An important feature of UNCED was that for the first time the dialogue with NGOs did not take place only with selected organizations that had previous formal recognition by the UN system. This time, small organizations were allowed to participate; often these organizations are poorly funded and frequently they are less than ten years old. I fully supported their participation, as I believe that small NGOs should be part of international discussions and should be able to deal with large NGOs on equal grounds. The NGOs officially recognized by ECOSOC felt threatened, but they had had many opportunities to put their case before.

Good relations between organization of the North and South have been rather scarce in the past, but UNCED provided the opportunity for clearing up long-lasting misunderstandings and to discuss the roots of the problems. In some cases the tension was eliminated, in others at least those concerned began to understand the others' point of view. In this sense, the NGO movement became truly international.

Government representatives and NGO colleagues found that this new style of dialogue was valid, educational and beneficial. They also discovered some messages and voices that they had never heard before and that deserved recognition. Organizations like IUCN found that several of their members were represented in the PREPCOM and in Rio; instead of itself representing its member organizations, IUCN had to reinforce day-to-day coordination with its members.

Another striking aspect of the NGO participation in UNCED was that there were NGOs supplying information and ideas on every single issue. They did not deal just with environment and conservation but with economics, ethics and the relationships between governments. Not everyone wanted them to be involved in these wider issues, but I supported it. Naturally they made a stronger contribution in some areas than in others, but it is vital that they are involved in every single issue that is of interest to society and

to the world. Often at the cost of considerable personal and institutional sacrifice, many NGOs came to the different meetings with important contributions to make.

Also important is the creation of networks within the NGO community. This is a process that began recently. Integrated by common interests, goals or capacities, NGO networks have become important mechanisms to strengthen the positions, knowledge and effectiveness of individual NGOs. With the support of improved and sometimes sophisticated systems of communications, NGOs are undoubtedly better coordinated and more integrated than before. As a result their capacity to influence the decision-making process is growing every day.

I sometimes wonder why we had more NGOs in the UNCED process from Bangladesh, Ecuador, Peru, Philippines and Sri Lanka than from Austria, France, Germany, Italy and Portugal. Some of them had a great deal of infrastructure and technology to hand, while others could only get their message out by word of mouth, supplemented by small papers and newsletters. In these countries, people travel from one town to another, passing the word around. We should remember the effectiveness of simple techniques such as these in considering the networking process.

At UNCED there were NGOs representing some parts of the world from where NGOs had not been prominent before in international meetings. Let me mention Eastern Europe and Japan. In Eastern Europe, there is a rebirth of organizations that want to integrate themselves into society and a new awakening to international discussions. Scientists, young and old, came to share their experience and learn from other NGOs. Japan was equally interesting: for the first time, we saw a large number of NGOs from Japan participating in an international event. I remember challenging them to present Japan, their NGOs and their problems to the rest of the world. There had been few opportunities in the past to learn about Japan. They took up the challenge and did a wonderful

job. It was not just a matter of exchange between NGOs, it was an exchange between cultures.

During the final months of the UNCED process, it became clear that many governments were in favour of a stronger NGO involvement; they were quite explicit in the wish to involve the NGO community as full partners. They promoted the participation of NGOs, bringing them into their official delegations, and allowing them to act as advisors in various fields.

It was also clear that even though some governments appeared to be supportive of NGO participation, certain limits were set and some concern was expressed about confusion between the roles of the two sectors.

Many governments do not yet have policies on NGOs, and different officials have quite different views. This was the case, for example, with the Government of the United States in the preparation for UNCED. With very few exceptions, governments do not have anyone responsible for relationships with NGOs. Helping governments to fill this policy gap could be a very valuable role for IUCN.

The period after UNCED is not yet very clear. In two countries, Malaysia and Philippines, and there may be more, a Sustainable Development Commission has been formed at national level with NGOs as full participants. In both cases, NGOs are the main source of the up-to-date information necessary to define the range of proposals and the scope of work of the Commission. For Malaysia in particular, this is a very dramatic change in policy because in the past the Government was opposed to the involvement of NGOs.

A new challenge arose last week when the UN General Assembly started to discuss the new Sustainable Development Commission. The NGO community, in particular the 1400 NGOs accredited to UNCED, should be part of it, as should new NGOs that did not have the opportunity to participate at Rio. I hope that the new Commission brings a new strength, a new

vision and a new opportunity for all groups in society who want to participate in it.

The implications for IUCN

When we consider the topic of this symposium, the future of IUCN, we should force ourselves to resolve some important questions, or at least pose them with the intention of searching for an answer.

First, what NGOs can be members of IUCN? This is particularly relevant because of the many new applications for membership that IUCN is receiving from NGOs, in particular from the South. Basically these NGOs are not dealing with nature conservation, but with sustainable development, in which issues such as consumption and poverty are fundamental. How IUCN can best help them is one of the issues we have to address in the future.

The mission of IUCN includes the words 'conservation', 'natural resources', 'integrity and diversity of the natural world', 'human use' and 'sustainable and equitable'. Between them, these words cover more or less all the interest groups in society. So what are the limits? It is not easy to define them because the line that divides the sectors which are and are not interested in sustainable development is very thin. With many NGOs from developing countries, the line is non-existent.

Second, should NGOs be part of IUCN's constituency if they were not originally interested in conservation and sustainable development, but have recently redirected their Mission, objectives or mandate towards conservation and sustainable development? Or if they are organizations which do not expressly state these terms in their statutes but nevertheless undertake sustainable development projects?

Some of our members are already restless with the inclusion of organizations that do not fit into the traditional criteria of a nature conservation NGO. They have a right to be upset: they became members of IUCN because they had common cause with the principles of the Union, but now those principles are changing. It may be that IUCN is moving faster than some of its members in redefining its objectives. We must remember that the concept of 'conservation' was created and developed in the northern countries, where the problems, cultures and societies required that approach.

Third, what sort of a role should the NGO members play in the implementation of IUCN's field programmes? NGOs are not becoming members because they want to have the IUCN logo on their letterhead. They want action. We will have to work out how they can best participate in such a way that will benefit themselves, IUCN and the cause for which they stand.

Fourth, knowledge about natural resources management is no longer restricted to a few people. The creation of government organizations dealing with sustainable development and the growth in size and numbers of environment and development NGOs should lead an organization like IUCN to discuss the need for decentralization. The discussion and analysis of this question has already begun.

At present IUCN has two major pillars on which it should stand: *Caring for the Earth* and Agenda 21. Both complement each other and both reinforce the basic concepts of sustainability. However, the wide range of issues which are covered by both documents is too wide for any one organization to deal with. Therefore IUCN has to make a choice. But no matter which issues it takes into its own hands, the NGOs should be major partners.

Editors' Postscript

The following remarks on NGOs by Martin W. Holdgate may be relevant here. They are taken from his speech on behalf of IUCN to the Plenary Session of UNCED (11 June 1992).

Many government spokesmen have mentioned the need for the future decision process of Agenda 21 to involve non-governmental organizations and many NGOs have demanded entry through that door. But how should both parties behave as the door swings open? It is evident that the process of international debate will continue to take place at tables of limited size—and in finite time. How can the NGO movement, vast and diverse as it is, contribute? How can we communicate, and so avoid some of the frustrations, misunderstandings and false hopes that have been sadly evident at times during this Conference? I would like to make some suggestions, based on our experience.

First, I believe that organizations like mine, with governmental and non-governmental members, should be accepted as speakers for our distinctive constituencies. In our case we have a worldwide network of around 650 NGOs, government agencies and governments, extended by some 5000 volunteer experts in conservation and the

sustainable use of natural resources. We need their mandate to speak for them.

Second, I believe that those who speak for the NGO community must be credible. Their arguments must carry conviction and stand up to critical analysis. They must not assert and expect assertion to be unchallenged. After all, they do not allow governments that privilege.

Third, such bodies must be broadly based and democratic. They must develop the views they state in dialogue with their members—for, if they do not, their credibility will be undermined by criticism from within. That is a major challenge to any body purporting to represent a wide range of members.

Fourth, their credentials must be established. They must deliver a clear and credible message for their constituency, and contribute constructively to the debate. They must accept that in joining intergovernmental discussion, they will need to play by the sometimes arcane—or even archaic—rules of that process. The International Council of Scientific Unions does this for science; the Inter-Parliamentary Union for parliamentarians; other bodies for labour, women, indigenous peoples and youth. I hope that IUCN will remain credible as a speaker for conservation, in the correct sense of that word, which of course includes sustainable resource use.

Report of the Discussion in Part I

***Chairs: Sir Shridath Ramphal, IUCN President,
Liberty Mhlanga, IUCN Vice-President***

Richard Sandbrook's paper

The following additional points were made about evaluating the success of UNCED:

- UNCED was a success before the delegates even arrived in Rio. Governments had to do a vast amount of preparation beforehand, in particular to compile their National Reports. This work had to involve many ministries within a Government, creating an institutional focus on environment and development that may have been absent before, and itself generated a political will for change;
- at UNCED there were strong and outspoken statements in support of the role of women, especially by grass-roots organizations. One full chapter in Agenda 21 is on women and the Secretariat for the Commission for Sustainable Development is proposed to have equal numbers of men and women. This is a major change that needs to be nourished;
- both Agenda 21 and the Biological Diversity Convention have emphasized that responsibility for maintaining living natural resources rests with nations. These resources cannot be treated as "the natural heritage of mankind", a very nebulous concept. This move to the national arena is much to be welcomed;
- In Agenda 21, Chapter 38 welcomes the involvement of NGOs in the implementation of all sections of the plan.

This opens the door for organizations like IUCN to insist on their proper role and on their access to funding with bodies like GEF and UNDP.

Charles de Haes, WWF Director General, described UNCED in medical terms. "We've diagnosed the symptoms, we know the cause, we even know the medicine required, but nobody wants to pay for it." He believed that the way to pay for the medicine is to promote the process of full-cost accounting and to alter the world's terms of trade. At present world trade is worth US\$14,000 billion compared to total world aid of \$55–60 billion. Thus tiny changes in world trade could do more to help developing countries than all the world's aid.

In reply, Richard Sandbrook said that under an open trade regime, the developing countries would receive an estimated additional US\$200 billion per year. But vested interests prevent this because the strategic issue has not been made clear to electorates in the North. In the North, the argument for development in the South has been made solely on moral grounds and there are sadly no votes in that. "We have not shown our people the possible impact of a disintegrating South—the drying up of raw materials, the migrations, the risks to investment, for example. Only when electorates understand this will these economic and trade issues be tackled."

Wolfgang Burhenne, IUCN Legal Adviser, agreed in general with Richard Sandbrook's critical assessment of international law, but made three points in its favour. First, international law has to

be transformed into national law to become operative and this is the greatest challenge. Second, international law is essential as a way of harmonizing environmental policy between nations, so as to ensure the "level-playing field" for trade and commerce. Third, there is a great need to simplify international law. IUCN's present work on a Covenant on Environmental Conservation and Sustainable Use of Natural Resources is attempting to unify the principles of the different treaties and other international legal instruments in a single draft agreement. Also, IUCN should play a part in keeping international law on the permanent agenda of the Sustainable Development Commission.

Mention was made of the brave stand Pakistan made at Rio on population. Richard Sandbrook recognized this, but explained that there had been a cynical trade-off between North and South at one session of the Preparatory Committee—that the North would not raise the issue of population if the South did not raise the issue of consumption patterns. "No wonder politicians are unpopular! IUCN should protest about this in the most visible way."

Stephan Schmidheiny's paper

Before inviting comments and questions, IUCN President Sir Shridath Ramphal said:

"On our collective behalf, let me say how very much we valued the fact that you were travelling with us on the road to Rio. We very much hope that you and the Business Council will continue with us on the road from Rio."

Points made in the subsequent discussion included the following:

- in many developing countries, laws on pollution are either non-existent or cannot be enforced. The less responsible multinational companies tend to take advantage of this, behaving very differently from in their country of origin. It was suggested that in the absence of suitable regulations, the Business Council should

urgently develop a Code of Conduct to oblige multinationals to follow agreed environmental standards wherever they operate (as some already do). Without that, partnerships between businesses in North and South may not be in the interest of the people in the South;

- the importance of working at the appropriate level was pointed out. Local communities, for example, can take a lead in forging partnerships with the main business enterprises in their area, over issues such as resource flows, water management and energy use. Mr Schmidheiny agreed, commenting that it is vital to work at the level where things get done. All too often, pollution and environmental efficiency problems can be solved relatively easily by good housekeeping at the local level, following pressure from the neighbouring community.

When questioned how Governments should reallocate public expenditure in the light of the so-called Peace Dividend, Mr Schmidheiny suggested that Governments cut public expenditure in subsidies and use the money saved on things like health care, education and community building—to help people build their own capacities. "Great progress can be made cheaply and efficiently if the approach is right and if we use markets for the environment rather than against it."

In reply to a question on opportunities for partnerships between organizations like IUCN and the Business Council, Stephan Schmidheiny explained that the Business Council was conceived as a project which would end at Rio, but that it will meet once more, in December 1992, and consider its future.¹ He was optimistic that it may decide to continue. If so, at global level it would remain a group at Chief Executive Officer level as that is where strategic decisions are made. It would want to be involved in policy dialogue, not only with governments and government

¹In December 1992, the Council decided to continue.

Report of the Discussion in Part I

agencies but with NGOs as well. "At global level, IUCN would be the most logical potential partner for us to look at", he added. He pointed out, however, that the Business Council is an unusual organization in that it does not represent anyone, let alone global business.

He also warned against antagonistic legislative tendencies. This is especially so in countries like the United States, which trains ten times more lawyers than engineers (while Japan trains ten times fewer). A litigious society makes potentially divisive issues much more difficult to resolve. Conservationists should "try to give those signs of confidence that business leaders need, so that they become more open and no longer fear the antagonistic patterns they have experienced in the past."

In responding to the speaker's comment on possible cooperation between IUCN and the Business Council, Director General Martin Holdgate said:

"The first three speakers have emphasized the enormous scale of world trade and the enormous opportunity for that trade to be a positive force in sustainable development, provided that the investments of the private sector and the benefits of trade in the industrial development of the Third World are both channelled into eco-efficient forms. As *Caring for the Earth* says, we can and must retain and enjoy the benefits of modern technology, but we will only do so if technology itself works within nature's limits. Industry alone, without the partnerships, shut out, will not achieve these processes which are so vital for the world.

"I believe it is irresponsible for any organization that says its mission is to promote environmentally sound development not to respond to the challenge of business, as voiced by Stephan Schmidheiny. The dialogue may not be totally comfortable. It shouldn't be. It should be based on respect between mutual partners with different perspectives, committed to helping each other. I am sure that our partners in *Caring for the Earth* would

want to be associated with this philosophy of partnership. I would therefore respond very positively to what Stephan Schmidheiny has said."

David Runnalls' paper

Relevant points made included the following:

- a process similar to the Round Table system in Ontario has happened in New Zealand. After the Stockholm Conference in 1972, the Government appointed a Commissioner for the Environment, but the Prime Minister insisted that the Commissioner should not comment on social and economic issues, but confine himself to issues like wildlife. Today, the Commissioner is an officer of Parliament rather than of Government, and has a free rein to comment on all issues. David Runnalls thought this was an excellent model for Northern countries;
- in Zaire IUCN is already helping to develop a National Conservation Strategy. Zaire now needs help from IUCN in applying Agenda 21 to the national situation. David Runnalls suggested that the template for a national strategy should address the relationship between macro-economic planning and the environment. The next generation of conservation strategies will have to include topics not previously considered, such as the relationship between agricultural policy, land-use and deforestation.

One participant asked what would be the strategy if we knew for certain that the world is already beyond the limits of growth. David Runnalls did not know the answer, but pointed out that sustainable development is actually a radical concept. It sounds seductive and much of the private sector has interpreted it as business as usual without trouble from the environmentalists. Instead it addresses the subjects missing from Rio—consumption, population patterns and the concept of ecological space. To achieve sustainable development, the North will have to make very dramatic changes in the way it uses

natural and energy resources and will have to deal with the question of financial transfers to the South. The expenditure by OECD countries of US\$300 billion on agricultural subsidies shows there is money around that can be reallocated. Also, there will probably have to be a series of bargains between the North and the South around problems like CO₂ emissions. It will all be a very difficult process.

It was suggested that including environmental provisions in trade agreements will create a new field of work for lawyers, because the relationship between conventions is itself governed by the principles of international law. Little if anything is being done on the relationship between environmental agreements and trade agreements. For example, the Biodiversity Convention has a provision that says it will respect other Conventions unless there is a substantial conflict. As long as trade agreements do not include environmental considerations, it will be hard to show real conflicts. But once trade agreements do include environmental provisions, even if weak, there will be real conflicts with the Biodiversity Convention. Resolving these conflicts will be difficult and it is hard to say what the result will be. David Runnalls agreed that trade agreements are extremely complicated, but believed that the alternative—not dealing with the environment in trade agreements—is unpalatable, a) because of the great effect that trade has on environmental policy, and b) because of the potential impact of green consumerism. If trade restrictions are removed under GATT, numerous phony green trade regulations are likely to emerge to replace protectionism. We will also see governments doing things for sound environmental reasons that nevertheless are restrictions on trade. The next round of protectionism may then be green protectionism.

How does a developing country arrange to receive the transfer of biotechnology expertise after UNCED? David Runnalls said that the Biological Diversity Convention includes new admissions by the developed countries on ownership and exploitation of intellectual and

genetic resources, and on compensation to developing countries for use of those resources. It does not, however, provide a formula for doing this. In the GATT negotiations, the intellectual property rights issue is by far the most difficult issue to emerge, once the agricultural subsidy issue is resolved. The Northern countries made concessions on this in the Biodiversity Convention, and these may be used as precedents in other negotiations.

Josué Tanaka's paper

The speaker was asked how far he saw an increasing emphasis on working with local communities on the upstream part of the development process? For example, could initial help be given to local communities to begin the development of projects in a participatory way? And could the projects gain strength from having been debated by the community so that they would genuinely help local people and be welcomed by them?

Mr Tanaka replied that the Bank is trying to do this in Eastern and Central Europe. For example, the Bank would not support any project within a municipality that had not been approved by the municipality concerned. This does, however, raise problems, especially if one is developing a watershed project that extends over, say, 120 different municipalities!

It was pointed out that development banks were often criticized for being captive to their own consultants and internal procedures. Members of IUCN's large expert networks are rarely invited to help, because commercial consultants are used. Would the EBRD consider using the kind of public sector experts represented in IUCN? Mr Tanaka replied that the EBRD is too young to be captive. IUCN has enough experience to know how consultants are selected—essentially on knowledge, on experience and, most important, after having completed one or two missions successfully. "You can win competitive tenders too", Mr Tanaka concluded.

Concern was expressed over how GEF money on sustainable development is being spent. It was doubted whether the GEF projects were themselves sustainable. In Indonesia, GEF has a US\$12m project on rural development with a national park as its core area, but is spending almost no money on training and institution-building. After the 5 years of the project, who will have benefitted—the visiting consultants or the local people? The same mistake is being made with a GEF project on protected areas for Pacific nations.

It was mentioned that the EC Habitats Directive had accepted the principle of co-financing nature conservation projects. Under the Directive, the Community will provide funds to those who conserve nature. For some time there has been the principle of "Polluter Pays", but here is a new parallel principle for conserving nature—that "Those who Conserve Gain". Mr Tanaka welcomed this, but pointed out that in many cases, since one cannot compute a rate of return for a traditional conservation activity, co-financing on grant terms is the usual mechanism for international support. Co-financing on grant term for say, a new national park is no different in principle from what the EC Directive will do. Since it is difficult to recover the costs of conservation projects, the grants window will probably continue to be the most appropriate mechanism for funding them, though the volume of funds available may well change.

Adnan Badran's paper

Participants commented on the importance of interagency cooperation. Mankoto ma Mbalele (Zaire) recalled the value of cooperation between IUCN and UNESCO over the Garamba National Park in Zaire, resulting in its removal from the World Heritage in Danger list. François Droz (IUCN Secretariat) mentioned that in Comores, FAO is helping to set up a marine reserve, IUCN is working on the forests and UNESCO is helping formulate a National Conservation Strategy. These agencies should get together and review

their roles to maximize their effectiveness in the Comores.

Adnan Badran mentioned the importance of the Ecosystem Conservation Group for the wider issues of interagency cooperation on the environment, and hoped that FAO, UNEP, IUCN and UNESCO would meet together soon to develop a joint vision on how to implement Agenda 21.

Bing Lucas, Chair, IUCN Commission on National Parks and Protected Areas, said that the concept of biosphere reserves has been handicapped by lack of resources—from UNESCO, from IUCN and from the world community. Before the UN, whether through the Sustainable Development Commission or through UNESCO, embarks on new areas for sustainable development, it should look long and hard at the sustainable development sites it already has—the biosphere reserves. In reply, Mr Badran welcomed the involvement of IUCN in building up the biosphere reserves.

Another participant congratulated UNESCO on trying to attempt cross-sectoral work, which is one of the most difficult things to do. IUCN should do likewise. Mr Badran commented that the work is begun by wide consultation among staff and Member States, including policy institutes. Cross-sectoral work is not easy but is very timely in addressing Agenda 21 after UNCED. It is vital too in resolving differences of view between different parts of an agency, for example over the seriousness of the threat of global warming, before developing plans for action and talking to policy-makers.

Yolanda Kakabadse's paper

Francisco Erize proposed an answer to the first question in the paper, on which NGOs can be members of IUCN. He believed that to be a member of IUCN an NGO should have the defence of the environment as its central mission.

Veit Koester (IUCN Regional Councillor) felt that NGOs were too critical of Government, always

using the whip. Even when Government does something right, the NGOs say it is not enough, fearful that otherwise Government might reverse what they have done. Instead NGOs should mix support and praise with criticism. On the same point, Jay Hair pointed out that we can no longer live in a world of "them and us". NGOs should develop a code of ethics about how they operate. "All of us understand the value of the extended hand as opposed to the clenched fist". NGOs have to find friends in the bureaucracies that they deal with.

Aban Kabraji, from the perspective of Pakistan, emphasized how both State Governments and aid donors have failed to deliver development to the grass-roots. They are now beginning to see NGOs as doing this difficult work for them, whether it is providing education, health care or other forms of sustainable development. The Asian Development Bank may be typical: it is looking for new ways to work with NGOs, but with its present structure can only do this in a very marginal way. It needs to be fundamentally restructured. As for the NGOs, this new trend represents an enormous opportunity for them, but first they have to get their act together and be

responsible. They also have to make clear to the banks that they must be equal partners, involved in planning and design of the work, not just in implementation at the grassroots. It is notable that in Asia, NGOs tend to be large, and some are as powerful as Governments, yet even they are not acknowledged as equal partners of Government.

The speaker agreed that these institutions do need restructuring to accommodate NGOs. When the relationship is not on equal terms, the loser is always an attacker. Mr Badran commented, however, that UNESCO's relationship with NGOs is one of partnership and quoted their relationship with ICSU as a case in point. UNESCO may provide a subvention of funds, but never of ideas.

Bing Lucas (New Zealand) disagreed with the assertion in the paper that conservation had developed as a concept in the North. He recalled being told by a leader of Kiribas, "How do you think we survived? We were conservationists until the North came to us and educated us as modern industrial citizens." Conservation developed independently and has had a long history in the South.

RESUME

1. L'action prioritaire pour un monde durable

***Présidence: Sir Shridath Ramphal, Président de l'IUCN
Liberty Mhlanga, Vice-président de l'IUCN***

L'environnement et les préoccupations écologiques mondiales: un tour d'horizon des 20 dernières années

Sir Shridath Ramphal, Président de l'IUCN

L'écologie est un état d'esprit qui ne date pas d'hier; quant au concept de "durabilité", il est, lui aussi, ancien même si son application laisse encore beaucoup à désirer. Il est vrai que, depuis quelques temps, les gouvernements progressent sur la voie de la durabilité mais leur cloisonnement sectoriel ne reconnaît pas l'environnement comme fondement essentiel des sociétés humaines.

Il a malheureusement fallu des catastrophes pour nous faire prendre conscience de notre dépendance vis-à-vis de l'environnement. La croissance industrielle des nations s'est faite aux dépens de l'environnement. Le Nord a souvent tendance à prêcher la conservation au Sud, sans admettre qu'il n'a lui-même reconnu cette nécessité que tardivement, et après bien des erreurs. Le Nord n'investit pas encore suffisamment dans la protection de l'environnement. Les appels en faveur de la conservation des forêts tropicales sonnent creux lorsqu'ils viennent de pays si lents à réduire leurs émissions de gaz carbonique.

Les débats intergouvernementaux de Rio ont été dominés par des intérêts nationaux. Si nous n'y pouvons rien changer, nous devons au moins trouver un moyen de rendre le dialogue intergouvernemental

moins partisan et plus visionnaire. La plupart des problèmes environnementaux sont transnationaux et certains, comme le réchauffement du climat, ont même une dimension planétaire.

Nous avons l'obligation, envers les générations futures et l'humanité toute entière, d'assurer la pérennité de la vie humaine. La dimension éthique de notre situation est inéluctable. Maintenant que la Conférence de Rio est terminée, nous devons réaliser que l'impulsion nécessaire pour changer notre relation avec la nature et assurer notre avenir commun appelle une transformation fondamentale de la conscience humaine. Nous devons réapprendre les leçons de nos ancêtres, à savoir que l'espèce humaine est partie intégrante et non pas le maître de la nature. Nous devons nous orienter vers une nouvelle forme d'internationalisme et nous voir comme les citoyens de deux pays: le nôtre et la planète. Et cette double citoyenneté, chacun de nous doit l'adopter.

Nombre de problèmes fondamentaux qui nous affligent n'ont pas été traités par la Conférence de Rio, notamment la dette, la pauvreté et la croissance démographique. Il est temps de s'y attaquer, et le rôle de l'IUCN à cet égard n'est pas négligeable.

2

Plan d'action: les conclusions de la CNUED

Richard Sandbrook, Directeur exécutif, Institut international pour l'environnement et le développement (IIED), avec des contributions de Maurice Strong, Secrétaire général de la CNUED

Le Sommet de la Terre tenu à Rio fut un événement remarquable. Il a produit le train de mesures le plus complet et le plus vaste jamais adopté par les nations du monde. C'est aussi la première fois que l'on a essayé d'intégrer les préoccupations environnementales, sociales et économiques. Mais le plus important fut peut-être la reconnaissance implicite et généralisée du fait que les pays industrialisés doivent absolument réduire leur impact sur l'environnement et, par là même, créer un "espace écologique" pour le développement des autres nations.

Vu les difficultés économiques, notamment des pays de l'OCDE, les perspectives ne sont cependant guère réjouissantes en ce qui concerne le suivi de Rio. L'argent nécessaire à la mise en oeuvre d'Action 21 sera difficile voire, impossible à trouver. Plusieurs pays de l'OCDE ont d'ailleurs annoncé qu'ils réduiraient l'aide officielle au développement.

Les atteintes à l'environnement continuent de plus belle mais les preuves apportées à Rio sont irréfutables et plus que suffisantes pour motiver les politiciens à agir. Tous les pays présents à Rio sont d'ailleurs en train de convertir les rapports présentés à la CNUED en stratégies nationales de durabilité.

Maurice Strong et moi-même demeurons cependant optimistes et voyons naître une nouvelle forme de partenariat pour la "durabilité", articulé autour de quatre axes:

- a) une nouvelle économie, qui passe par une révolution éco-industrielle et une révision des politiques fiscales prévoyant des incitations et des subventions orientées vers la durabilité;
- b) un nouveau régime de sécurité, comprenant une "taxation internationale" Nord-Sud, motivée par la sécurité mondiale;
- c) l'instauration de nouveaux régimes juridiques axés sur l'application des instruments juridiques préexistants et non pas sur la création de nouveaux;
- d) une rénovation du système multilatéral passant par une réforme du système des Nations Unies, l'établissement d'une Commission forte et efficace pour le développement durable et l'élargissement du Conseil de la terre, pour continuer à sensibiliser l'opinion publique et à faire pression sur les politiciens.

L'IUCN a une chance unique de contribuer à la réalisation de ces objectifs. Le monde a désespérément besoin d'un "leadership" et l'IUCN est en mesure d'assumer ce rôle.

3

Changer de cap: l'entreprise et l'environnement

Stephan Schmidheiny, Président du Business Council for Sustainable Development (Zürich, Suisse)

Maurice Strong, Secrétaire général de la CNUCED, a invité Stephan Schmidheiny à devenir son conseiller principal pour les affaires et l'industrie. Avec 47 autres cadres supérieurs, M. Schmidheiny a mis sur pied le Business Council for Sustainable Development, qui a publié un ouvrage intitulé: "Changer de cap: Réconcilier le développement de l'entreprise et la protection de l'environnement."

L'excellence des entreprises et les préoccupations environnementales peuvent très bien aller de pair, d'ailleurs, à l'avenir, il sera impossible de les séparer. Le concept de l'éco-efficacité permet aux entreprises de produire des biens et services de plus en plus utiles tout en réduisant la consommation de ressources et la pollution. Les entreprises éco-efficaces seront, à plusieurs titres, les gagnantes de demain.

Pour atteindre cette éco-efficacité, une nouvelle forme d'association doit s'établir entre les entreprises, les gouvernements et les ONG. Les entreprises doivent améliorer leur fonctionnement, en collaboration avec toutes les parties intéressées; les gouvernements doivent appliquer un dosage optimal de règles de direction et commandement et d'instruments juridiques; et les ONG responsables doivent orienter et encourager ce processus.

Il nous incombe de toute urgence de créer des marchés libres et compétitifs dans les pays en développement,

assortis d'un changement politique orienté vers la démocratie participative. Les pays industrialisés aussi bien qu'en développement doivent réformer leurs systèmes fiscaux, afin que le prix des ressources naturelles et de la pollution soit dûment fixé. Les systèmes de comptabilité nationale doivent aussi être remaniés. Des liens commerciaux à long terme doivent s'instaurer pour aider les pays en développement à parvenir à la croissance économique, par des transferts non seulement de "hardware" mais aussi de "software" et avec l'appui des gouvernements.

Dans le secteur agricole, il faut que les pays développés suppriment progressivement les subventions qui faussent la concurrence, et que les agriculteurs des pays en développement acquièrent un pouvoir économique. En foresterie, les gouvernements doivent continuer à préserver des écosystèmes forestiers importants, mais le secteur privé est mieux placé pour gérer la production de bois d'œuvre, avec des règlements et des incitations propres à assurer la conservation de cette ressource.

Dans cette période de l'après-Rio, nous devons absolument entamer ces changements majeurs. La direction à prendre est évidente. La destination est incertaine mais en affaires, il n'y a jamais eu de destination finale. Il faut aller de l'avant avec optimisme.

4

Inscrire l'environnement dans la prise de décision économique: la clé du développement durable

David Runnalls, Conseiller régional de l'IUCN pour l'Amérique du Nord et les Caraïbes, et Directeur de l'Institut de recherche en politiques publiques, Ottawa, Canada

Si les résultats de la CNUED n'ont pas été plus positifs, c'est surtout parce qu'elle s'était fixé un ordre du jour dépassé, dans lequel l'environnement et le développement étaient considérés comme des questions opposées et non pas comme la "combinaison gagnante" du développement durable préconisée par le Rapport Brundtland. La CNUED a ignoré le message essentiel de ce rapport: l'environnement doit occuper un rôle central dans l'économie.

Mais Rio ne fut pas non plus un échec. Dans leurs discours, les chefs d'Etat ont reconnu les préoccupations environnementales. Action 21 et les deux conventions issues de Rio marquent le départ d'une action essentielle. Les nations doivent maintenant établir des plans nationaux de développement durable. Quant à l'IUCN, elle doit profiter de cette occasion pour faire de ces plans des stratégies nationales authentiquement indigènes, en puisant dans son expérience des Stratégies nationales de conservation (SNC).

L'expérience du Canada est intéressante à cet égard. Le Conseil canadien des Ministres de l'Environnement a établi un groupe d'experts pour préparer la réponse du Canada au Rapport Brundtland, réunissant aussi bien des directeurs d'entreprises privées que des figures de proue de l'écologie. Des initiatives similaires ont suivi

au niveau des provinces. Le Groupe de l'Ontario, par exemple, a abordé la relation environnement-économie de front et a établi les base d'une stratégie de développement durable pour la province. Par la suite, six groupes de travail sectoriels ont été établis pour consulter les principaux intéressés et une série d'études a été commandée, portant notamment sur les indicateurs du développement durable, le coût de l'inaction, la mesure des effets négatifs de certaines subventions sur l'environnement, l'utilisation des instruments économiques et enfin, le développement durable.

Ces initiatives ont donné naissance à une stratégie globale de développement durable, comprenant des recommandations, notamment afin de garantir une prise de décision responsable dans le secteur tant public que privé, et l'intégration des préoccupations environnementales dans la prise de décision.

Le développement durable, qui associe l'environnement et le développement, est le seul moyen de sortir du dédale politique créé à Rio. Les stratégies nationales sont, pour la plupart des nations, le meilleur moyen d'aller de l'avant et, pour répondre à ce besoin, l'IUCN doit absolument s'efforcer de développer son processus de SNC.

5

Réorienter le système de l'aide pour soutenir le développement durable

**Josué Tanaka, Directeur adjoint, Département infrastructure,
énergie et environnement, Banque européenne de
reconstruction et de développement (BERD)**

Il existe actuellement un déséquilibre flagrant entre les estimations des investissements nécessaires pour l'environnement—estimés à 50–625 milliards de dollars par an—and les montants disponibles à travers l'aide au développement—actuellement 55–60 milliards de dollars par an, dont 10–20% au plus alloué à l'environnement. De plus, vu la conjoncture économique actuelle, les principaux pays donateurs envisagent de réduire leurs programmes d'aide. Dans ce contexte, toute augmentation de l'aide destinée à des projets environnementaux se traduira par des diminutions ailleurs. Enfin, une part croissante des fonds disponibles est consacrée à des problèmes mondiaux, en particulier par le truchement du Fonds pour l'environnement mondial.

L'appui financier des systèmes à économie de marché a toutefois des chances d'augmenter. Les industries et le consommateur deviendront progressivement les principales sources de financement du progrès écologique, surtout dans les pays à revenu moyen et élevé. Les transferts de fonds publics ne seront pas l'élément moteur du développement durable.

La gamme d'organisations menant des actions en faveur de l'environnement dans le cadre de l'aide traditionnelle au développement doit être élargie, d'autant plus que le secteur public a une capacité limitée dans ce domaine. La participation des entreprises, des collectivités locales, des organisations non gouvernementales et des services doit en particulier être encouragée.

La Banque européenne de reconstruction et de développement (BERD) a adopté deux approches pour réaliser ses objectifs prioritaires en matière d'environnement: a) l'approche "projet", axée sur les entreprises, les collectivités locales et le secteur privé; b) l'approche "programme régional" (Baltique et Danube), pour renforcer la capacité institutionnelle et identifier les domaines d'investissement prioritaires. Ces deux approches doivent pouvoir s'appuyer sur une gamme d'instruments appropriés. Ces instruments doivent être différenciés, afin de maximiser la mobilisation de ressources financières.

6

L'action des Nations Unies pour un monde durable et le rôle de l'UNESCO

Adnan Badran, Sous-Directeur général chargé des Sciences, Organisation des Nations Unies pour l'Education, la Science et la Culture (UNESCO)

La CNUED a eu un impact profond sur le système des Nations Unies, dont les programmes à venir sont en train d'être remaniés sur la base d'Action 21. Toutefois, la CNUED a aussi montré que le système des Nations Unies et les gouvernements ne peuvent pas résoudre ces problèmes seuls mais doivent instaurer un nouveau "partenariat" avec le secteur non gouvernemental, la communauté scientifique, les services et l'industrie.

La CNUED a recommandé la création d'une Commission intergouvernementale du développement durable (CSD) pour assurer le suivi de la Conférence. L'Assemblée générale des Nations Unies est en train de décider du fonctionnement de cette Commission, qui aura notamment pour tâche de vérifier dans quelle mesure les pays respectent les engagements pris à Rio et d'assurer la coopération des organisations et programmes des Nations Unies dans le domaine de l'environnement et du développement.

Afin d'attribuer les responsabilités de la mise en oeuvre d'Action 21 au sein du système des Nations Unies, le Secrétaire général a établi un groupe réunissant des experts de la FAO, de l'OMS, de l'OMM, du PNUE, de l'UNESCO, du PNUD et de la Banque Mondiale. Le groupe réunissant des experts a proposé la création d'un Comité interorganisations sur le développement durable, rattaché au mécanisme des Nations Unies, pour coordonner le suivi.

Pour assurer le suivi de la CNUED, l'UNESCO se concentrera sur les domaines d'Action 21 dans lesquels elle possède des atouts. Il s'agit notamment de la

recherche et de la conservation in situ de la diversité biologique. Après de nombreuses années consacrées au développement du concept et du réseau de réserves de la biosphère, l'UNESCO, l'UINSB et SCOPE viennent de lancer l'initiative Diversitas pour offrir une meilleure assise scientifique à la conservation de la diversité biologique. Autre atout de l'UNESCO, la Convention sur le patrimoine mondial de l'UNESCO, l'un des instruments juridiques de protection de la nature les plus puissants en vigueur actuellement.

L'UNESCO va également lancer de nouvelles activités inter-sectorielles axées sur l'environnement et le développement. Le Conseil exécutif a approuvé récemment des programmes visant à: (a) offrir une information plus complète sur l'environnement et le développement; (b) adapter les programmes de formation et le fonctionnement des institutions aux problèmes complexes de l'environnement et du développement; (c) analyser le processus de prise de décision et les conflits locaux qui freinent ou encouragent le développement durable; (c) mener à bien l'initiative Diversitas.

A l'UNESCO, nous estimons que la CNUED a ouvert la voie à une revigoration du système des Nations Unies orientée vers une société durable. Nous demandons à l'IUCN d'instaurer un "partenariat" avec les organisations des Nations Unies, les ONG et l'industrie. Quant à nous, nous souhaitons renforcer et renouveler notre coopération avec l'IUCN et sommes disposés à mettre en commun les ressources dont nous disposons.

Impliquer les communautés: le rôle des ONG

***Yolanda Kakabadse, Vice-présidente de l'UICN,
ex-directrice exécutive de la Fundación Natura, Equateur,
et ancienne attaché de liaison, Secrétariat de la CNUED, Suisse***

L'expression "ONG" ou "organisation non gouvernementale" pose la difficile question de la légitimité et de la représentativité. Elle dit ce qu'elles ne sont pas, au lieu de dire ce qu'elles sont et font. Tout ce que nous savons d'une ONG, c'est qu'elle est sans but lucratif, constituée en société et indépendante des gouvernements.

La CNUED a créé une ligne de partage pour le mouvement non gouvernemental. Les 1400 et quelques ONG présentes couvraient les points inscrits à l'ordre du jour de la Conférence. Pour la première fois, la participation ne se limitait pas aux ONG reconnues par l'ECOSOC mais comprenait aussi des ONG venues de régions où elles ne participent jamais à des réunions internationales, notamment le Sud, l'Europe de l'Est et le Japon. Le processus de la CNUED a grandement bénéficié de cet élargissement, qui a également permis de lever un certain nombre de malentendus entre les ONG du Nord et du Sud, et a contribué au développement des réseaux d'ONG.

Au fil de la Conférence, le nombre de gouvernements en faveur d'une plus grande participation des ONG augmentait. A l'issue de la CNUED, deux pays au moins, la Malaisie et les Philippines, ont établi une

Commission nationale pour le développement durable à laquelle les ONG participent de plein droit. Cependant, la plupart des gouvernements n'ont pas de politique officielle sur la participation des ONG et il n'est pas rare que les représentants gouvernementaux expriment des avis divergents.

La participation des ONG à la CNUED pose plusieurs questions à l'UICN. Premièrement, quelles ONG peuvent devenir membres? Cette question est importante, car l'UICN reçoit de nombreuses demandes d'admission d'ONG du Sud, oeuvrant pour le développement durable mais pas explicitement pour la conservation de la nature. Deuxièmement, une ONG qui, au départ, n'était pas concernée par la conservation et le développement durable, mais venant de réorienter ses activités dans ce sens, devrait-elle adhérer à l'UICN? Troisièmement, quel rôle les ONG devraient-elles jouer dans la mise en œuvre des programmes de l'UICN sur le terrain? Quatrièmement, comment l'UICN peut-elle au mieux opérer sa décentralisation pour que ses membres, de plus en plus nombreux, aient du pouvoir? Quelles que soient les réponses, les ONG sont appelées à devenir des partenaires clés de l'UICN.

RESUMEN

1. Prioridades para un mundo sostenible

***Presidentes: Excelentísimo Señor Shridath Ramphal,
Presidente de la UICN
Liberty Mhlanga, Vice presidente de la UICN***

Evolución del medio ambiente y de las preocupaciones ambientales en el mundo durante los últimos 20 años

Excelentísimo Señor Shridath Ramphal, Presidente de la UICN

Aunque el concepto de sustentabilidad y las preocupaciones que despierta el medio ambiente no son algo nuevo, nuestros esfuerzos en favor de un desarrollo sostenible siguen siendo muy insuficientes. En efecto, aunque los gobiernos han avanzado recientemente por el camino de la sustentabilidad, la división sectorial que predomina en la administración pública ha hecho imposible reconocer que el medio ambiente es el fundamento esencial de las sociedades humanas.

Es triste comprobar que lo único que impulsa a la gente a tomar conciencia de que su vida depende del medio ambiente son las catástrofes ambientales. El crecimiento industrial se ha logrado a expensas del medio ambiente. Los países del Norte suelen predicar entre los del Sur la exigencia de conservar la naturaleza, pero nunca han admitido que sólo en fecha muy reciente han reconocido como una evidencia esa necesidad y ello después de cometer muchos errores. Además, el Norte sigue sin invertir lo suficiente en protección ambiental y es difícil creer en los llamamientos para conservar los bosques tropicales que hacen países donde se reduce con tal lentitud la producción de dióxido de carbono.

Si bien el peso de los intereses nacionales es enorme, como se vio en las discusiones intergubernamentales que tuvieron lugar en Río, debemos encontrar la forma de limar las disonancias

que caracterizan al diálogo intergubernamental y de hacer de este algo más ambicioso. La mayoría de los problemas ambientales tienen carácter transnacional y algunos de ellos, como el calentamiento mundial, afectan al planeta considerado en su conjunto, lo que explica que ninguna nación sea inmune a esos problemas.

Tenemos que garantizar que la vida humana sobreviva, ya que ésta es una obligación que hemos contraído con las futuras generaciones. Asimismo, no podemos soslayar el aspecto ético de la situación en la que nos encontramos actualmente. Después de Río habrá que comprender que para cambiar nuestras relaciones con la naturaleza y garantizar nuestro futuro común es preciso transformar radicalmente la conciencia humana. Debemos inspirarnos una vez más en el ejemplo de nuestros ancestros, los cuales creían que la especie humana no es dueña sino parte de la naturaleza. Es preciso que reformemos nuestra conducta practicando una nueva forma de internacionalismo, que nos lleve a considerarnos ciudadanos de dos países: el de cada uno y la Tierra. En la Conferencia de Río no se habló de la deuda, la pobreza mundial o el crecimiento demográfico, ni de otras dificultades por las que atravesamos actualmente. Ha llegado, pues, el momento de abordar tales cuestiones y la UICN debe ayudar a hacerlo.

2

Las conclusiones de la CNUMAD: programa de acción

Richard Sandbrook, Director Ejecutivo del Instituto Internacional para el Medio Ambiente y el Desarrollo (IIMAD), y contribuciones de Maurice Strong, Secretario General de la CNUMAD

Celebrada en Río, la Cumbre de la Tierra de la CNUMAD fue un acontecimiento extraordinario, ya que permitió definir el conjunto más detallado y ambicioso de medidas nunca antes aprobadas por las diferentes naciones en una conferencia, para abordar de manera integral los problemas ambientales, sociales y económicos, y lo que es acaso más importante, reconocer implícitamente que todos los países industrializados deben reducir su impacto ambiental y crear, por tanto, "espacio ecológico" para el desarrollo de otros países.

Sin embargo, somos pesimistas acerca de las perspectivas de aplicación eficaz de esas medidas, debido a las dificultades económicas de los países de la OCDE y a que algunos de esos países han anunciado que recortarán su asistencia oficial al desarrollo. Encontrar los fondos necesarios para aplicar el Programa 21 será, por ende, una tarea ardua si no imposible.

En Río se ha demostrado que se sigue dañando el medio ambiente y los políticos no pueden exigir que se presenten más pruebas como pretexto a su inacción. Asimismo, los diferentes países deben convertir en estrategias nacionales de sustentabilidad los informes que presentaron a la CNUMAD.

A pesar de las excepciones que hemos indicado, Maurice Strong y yo somos optimistas y prevemos el

surgimiento de una nueva asociación en pro de la sustentabilidad sobre la base de los cuatro puntos siguientes:

- a) una nueva situación económica, que incluirá una nueva revolución ecoindustrial y una reforma de la política impositiva encaminada a proporcionar incentivos y subvenciones en favor de la sustentabilidad;
- b) un nuevo régimen de seguridad, acompañado de un sistema impositivo internacional que hará posible transferir ingresos del Norte al Sur, para responder a las exigencias de la seguridad mundial;
- c) el establecimiento de nuevos ordenamientos jurídicos, en los cuales se destacará la aplicación de los instrumentos jurídicos vigentes en lugar de proceder a elaborar otros; y
- d) un sistema multilateral renovado, basado en la reforma del sistema de las Naciones Unidas, la creación de una Comisión de Desarrollo Sostenible de las Naciones Unidas sólida y eficaz y la expansión del Consejo de la Tierra, para seguir concientizando al público y ejerciendo presión sobre las esferas decisorias.

La UICN tiene ante sí una espléndida oportunidad para contribuir a la consecución de tales objetivos. En el mundo se hace sentir una gran necesidad de liderazgo y la UICN puede ejercerlo.

3

Cambio de rumbo: la empresa y el medio ambiente

Stephan Schmidheiny, Presidente del Business Council for Sustainable Development (Zurich, Suiza)

Maurice Strong, Secretario General de la CNUMAD, invitó a Stephan Schmidheiny a actuar como su principal asesor en asuntos de banca, servicios e industria. El Sr. Schmidheiny organizó, en colaboración con otros 47 gerentes generales, el Consejo de Empresas para el Desarrollo Sostenible, que preparó la obra titulada: "Cambiando el rumbo: Una perspectiva global del empresariado para el desarrollo."

La eficacia comercial y las preocupaciones ambientales no sólo pueden integrarse, sino que en el futuro será imposible separarlas. Basándose en el concepto de ecoeficiencia, las empresas fabricarán productos y prestarán servicios cada vez más útiles, reduciendo al mismo tiempo su consumo de recursos y la contaminación que ocasionan. Por diversas razones las compañías ecoeficientes serán las empresas más eficaces del mañana.

La ecoeficiencia no sólo exige una nueva y audaz asociación entre el sector privado, los gobiernos y las ONG, sino también que las empresas se hagan más ecológicas, colaborando para ello con todos sus accionistas, que los gobiernos apliquen una dosis óptima de instrumentos económicos y de reglamentos dispositivos y coercitivos, y que las ONG competentes asesoren e impulsen a los agentes de este proceso.

Urge que los países en desarrollo implanten en sus mercados la libre competencia y hagan los cambios necesarios para fomentar la participación democrática

de sus nacionales en el proceso político. En los países desarrollados y en desarrollo habrá que reformar el sistema fiscal para definir adecuadamente el valor económico de los recursos naturales y el coste de la contaminación. Además, es preciso reformular los métodos de la contabilidad nacional y crear asociaciones comerciales duraderas a fin de contribuir al crecimiento económico de los países en desarrollo, así como transferir con apoyo de los gobiernos no sólo "equipo" sino también "conocimientos técnicos".

Los países desarrollados deberán suprimir gradualmente las subvenciones que conceden a sus agricultores porque distorsionan los precios, y habrá que brindar posibilidades económicas a los campesinos de los países en desarrollo. Por lo que hace a la silvicultura, si bien los gobiernos deben seguir conservando importantes ecosistemas forestales, es el sector privado, el que debido a su mayor eficacia, está llamado a encargarse esencialmente de la explotación de los bosques, aunque tendrá que hacerlo en el marco reglamentario y con los incentivos adecuados para garantizar la conservación de ese recurso.

Después de Río debemos empezar a realizar los cambios fundamentales a que nos acabamos de referir. Para ello, sabemos cuál es el rumbo que hay que tomar, pero no así adónde llegaremos. Ahora bien, nadie ignora que en los negocios nunca se llega a un puerto final y que, no obstante, hay que seguir navegando con optimismo.

4

La incorporación del medio ambiente al proceso de formulación de decisiones económicas como clave del desarrollo sostenible

David Runnalis, Consejero Regional para América del Norte y el Caribe, y Director del Institute for Research on Public Policy, Ottawa, Canadá

Entre otros de los principales motivos que explican los resultados insatisfactorios de la CNUMAD, hay que señalar el hecho de que en esta conferencia se analizó un programa de acción obsoleto, en el cual se consideraba que el medio ambiente y el desarrollo eran acciones contrapuestas y no la combinación de factores "mutuamente beneficiosa" para lograr el desarrollo sostenible que se había esbozado en el informe Brundtland. En efecto, la CNUMAD pasó por alto que el mensaje esencial de ese informe era que el medio ambiente debe convertirse en un elemento económico esencial.

Con todo, no puede decirse que Río haya sido un absoluto fracaso, pues en los discursos pronunciados por los Jefes de Estado se reconocieron las preocupaciones ambientales, y el Programa 21 y las dos convenciones aprobadas en la conferencia constituyen un útil punto de partida para tomar medidas indispensables. Además, se pedirá a los diferentes países que preparen planes nacionales de desarrollo sostenible. La UICN, por su parte, tendrá que aprovechar esta oportunidad para transformar dichos planes en estrategias nacionales de carácter auténticamente autóctono, aprovechando la experiencia que ha adquirido en la elaboración de las Estrategias Nacionales de Conservación (ENC).

En este sentido, la experiencia Canadá puede ser muy útil. En efecto, el Consejo Canadiense de Ministros de Medio Ambiente creó un grupo de tareas especiales integrado por los gerentes generales de cierto número de empresas y varios dirigentes ambientales, con el fin

de formular la respuesta que debía dar el país al informe Brundtland. El establecimiento de ese grupo propició la creación de grupos similares en las distintas provincias. El grupo de Ontario abordó con actitud decidida la relación que existe entre el medio ambiente y la economía y definió los elementos de una estrategia sostenible para dicha provincia. A continuación, se constituyeron seis grupos de trabajo sectoriales, para consultar con las personas interesadas y se encargó la preparación de una serie de estudios sobre los indicadores del desarrollo sostenible, el coste de la pasividad, la medición de los efectos de las subvenciones que afectan adversamente al medio ambiente, la utilización de instrumentos económicos y el papel de la administración del trabajo en el desarrollo sostenible.

En base a dichos estudios se elaboró una estrategia general de sustentabilidad y se formularon recomendaciones, en particular, para garantizar que los encargados de adoptar decisiones en los sectores público y privado respondan de las mismas y tengan en cuenta los problemas ambientales antes de tomarlas.

Un programa de desarrollo sostenible en el que se destaca el medio ambiente y el desarrollo es la única forma de salir del atolladero político que se produjo en Río. En la mayoría de los países las estrategias nacionales son el medio más adecuado de avanzar por este camino. La UICN debe encontrar la forma de perfeccionar su participación en las estrategias nacionales de conservación para responder a esa necesidad.

5

Reestructuración del sistema de asistencia en apoyo del desarrollo sostenible

Josué Tanaka, Sub Director del Departamento de Infraestructura, Energía y Medioambiente, El Banco Europeo de Reconstrucción y Desarrollo

Existe un enorme desequilibrio entre el volumen de financiación ambiental que se requería actualmente—unos 50 a 625 mil millones de dólares EE.UU. al año—y la suma que se destina anualmente en nuestros días a la asistencia al desarrollo, esto es, unos 55 a 60 mil millones, de la cual se dedica entre un 10% y un 20% al medio ambiente. Además, debido a la situación económica prevaleciente, muchos países donantes se encuentran considerando la posibilidad de reducir sus programas de asistencia. En este sentido, hay que indicar que cualquier incremento de la asistencia para ejecutar proyectos ambientales supondrá necesariamente recortar la ayuda prestada a otras actividades, en un momento en que se está consagrando un porcentaje cada vez mayor de los fondos disponibles, en particular, a través del Fondo para el Medio Ambiente Mundial, a resolver problemas de orden mundial.

Sin embargo, es probable que aumente el apoyo financiero del mercado, lo que convertiría a los usuarios y consumidores en los principales agentes financieros del mejoramiento del medio ambiente, especialmente en los países de ingresos medios y altos, desplazando así al Estado como primer promotor del desarrollo sostenible.

Es necesario ampliar el número de organizaciones que participan en la acción ambiental en el marco de la asistencia que se viene prestando al desarrollo, sobre todo si se tiene en cuenta que la capacidad del sector público para contribuir a mejorar realmente el medio ambiente es restringida. En este sentido, habrá que alentar en particular la colaboración del sector privado, las administraciones locales, las organizaciones no gubernamentales y las empresas de servicios públicos.

El Banco Europeo de Reconstrucción y Desarrollo aplica dos criterios para traducir a la práctica sus prioridades ambientales, a saber: a) un enfoque de proyectos, centrado en las empresas, las administraciones locales y el sector privado, que se está siguiendo actualmente en la mayoría de los países de Europa central y oriental, y b) un enfoque de programas regionales, actualmente en curso en las regiones báltica y del Danubio, con el fin de crear instituciones, fijar incentivos e identificar esferas prioritarias de inversión. Estos dos criterios deben complementarse con una apropiada gama de instrumentos financieros. Asimismo, habrá que hacer más flexibles y diversos los mecanismos de financiación y las modalidades de canalización de fondos en favor del desarrollo, si se quiere maximizar la movilización de recursos.

6

Acción de las Naciones Unidas y función de la UNESCO en favor de un mundo sostenible

Adnan Badran, Subdirector General (Ciencias), Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura (UNESCO)

La CNUMAD ha tenido un efecto considerable en el sistema de las Naciones Unidas, cuyos programas futuros se están reestructurando, tomando como punto de partida el Programa 21. Asimismo, la CNUMAD ha obligado a reconocer que el sistema de las Naciones Unidas y los gobiernos no pueden resolver por sí solos los problemas planteados y que han de forjar, por tanto, nuevas asociaciones con el sector no gubernamental, la comunidad científica y el mundo de la banca, los servicios y la industria.

La CNUMAD recomendó la creación de una Comisión de Desarrollo Sostenible de carácter intergubernamental, con el fin de dar aplicación a sus recomendaciones. Aunque la Asamblea General de las Naciones Unidas se encuentra decidiendo en la actualidad cuáles deben ser las funciones de la Comisión, es seguro que, entre otras importantes actividades, tendrá que supervisar la forma en que los países cumplen con los compromisos que adquirieron en Río y garantizar la cooperación de los organismos y programas de las Naciones Unidas para promover el medio ambiente y el desarrollo.

Con el fin de distribuir el trabajo dentro del sistema de las Naciones Unidas para dar efecto al Programa 21, el Secretario General estableció un grupo de tareas especiales integrado por representantes de la FAO, la OMS, la OMM, el PNUMA, la UNESCO, el PNUD y el Banco Mundial. Este grupo de tareas especiales propuso, a su vez, la creación de un comité interorganismos sobre el desarrollo sostenible, como parte de los mecanismos establecidos por las Naciones Unidas para coordinar la aplicación de las decisiones que se adoptaron en Río.

En el marco de esa aplicación, la UNESCO se concentrará en los temas de su especialización. Uno de ellos está constituido por las actividades de conservación y estudio de la biodiversidad en el terreno, actividades que benefician de los muchos años que hemos consagrado a concebir y establecer la red de reservas de biosfera. En este sentido, la UNESCO, la UIBS y el SCOPE han emprendido recientemente el proyecto Diversitas, a fin de establecer un marco científico más adecuado para la conservación de la biodiversidad. Otro de los temas mencionados, es la Convención sobre el Patrimonio Mundial de la UNESCO, que constituye actualmente uno de los instrumentos jurídicos más sólidos de protección de la naturaleza.

Además, con la aprobación del Consejo Ejecutivo, la UNESCO ha ideado nuevas actividades intersectoriales relacionadas con el desarrollo y el medio ambiente, para: a) facilitar información más adecuada sobre el medio ambiente y el desarrollo, b) ajustar varios programas de capacitación y las funciones de sus distintos órganos, habida cuenta de la complejidad de las cuestiones ambientales y de desarrollo, c) analizar el proceso de formulación de decisiones y los conflictos locales que impiden o promueven el desarrollo sostenible, y d) ejecutar el proyecto Diversitas.

La UNESCO considera que la CNUMAD ha sentado las bases para dar nuevo ímpetu al sistema de las Naciones Unidas, cuyos esfuerzos están orientados hacia un mundo sostenible. Instamos a la UICN a forjar asociaciones con los órganos de las Naciones Unidas, las ONG y la industria. Por nuestra parte, deseariamos fortalecer y renovar nuestra cooperación con la UICN y para ello estamos dispuestos a mancomunar nuestros recursos.

La función de las organizaciones no gubernamentales para promover la participación comunitaria

Yolanda Kakabadse, Vice-Presidente de la UICN, previamente Directora Ejecutiva de la Fundación Natura, Ecuador, y Oficial de Entace con las ONGs del Secretariado de la CNUMAD, Sulza

La definición misma de ONG (organización no gubernamental) suele plantear ciertos difíciles problemas acerca de su legitimidad y representatividad. Explicar lo que no es una ONG, en lugar de lo que son y hacen esas organizaciones, no basta para aclarar con toda precisión su naturaleza. Todo lo que sabemos por el momento es que las ONGs deben ser entidades sociales sin fines lucrativos, establecidas formalmente e independientes de los gobiernos.

La CNUMAD marcó un hito en el movimiento de las ONGs, ya que más de 1400 participaron en la conferencia, número que bastó para abarcar todos los puntos inscritos en el orden del día. Por primera vez, esa participación no se limitó a las ONGs reconocidas por el Consejo Económico y Social, y hay que señalar que entre las que asistieron a dicho evento figuraban instituciones que no habían participado nunca en reuniones internacionales, sobre todo de la región de Europa Oriental y Japón. Esta presencia de las ONGs contribuyó en gran medida a los trabajos de la CNUMAD, así como al crecimiento de las redes de ONG, y ayudó también a despejar ciertos equívocos que subsistían entre las ONGs del Norte y el Sur. En las deliberaciones de la CNUMAD muchos gobiernos apoyaron la idea de asignar un papel más amplio en la realización de sus actividades a estas organizaciones y, una vez concluida la conferencia, al menos dos países, Malasia y Filipinas, crearon Comisiones de Desarrollo Sostenible a nivel nacional, en las cuales se integraron

varias ONGs como miembros de pleno derecho. Ahora bien, la mayoría de los gobiernos aún no han definido oficialmente cuál será la política que seguirán en cuanto a la participación de las ONGs y el cometido que éstas habrán de desempeñar suscita opiniones conflictivas entre los funcionarios de muchos países.

La actuación de las ONGs en la CNUMAD ha suscitado varios interrogantes en la UICN. En primer lugar, nos ha llevado a preguntarnos si pueden ser miembros de la UICN. Esta es una cuestión importante debido a que la Unión está recibiendo en la actualidad muchas solicitudes en particular de ONGs del Sur que trabajan en temas relacionados con el desarrollo sostenible y no, al menos explícitamente, con la conservación de la naturaleza. En segundo término, habría que determinar si deben pasar a formar parte de la UICN las ONGs que, si bien en un principio no se habían interesado en la conservación y el desarrollo sostenible, han centrado recientemente sus actividades en estos temas. En tercer lugar, hay que saber si es necesario que las ONGs participen en la ejecución de los programas en el terreno de la UICN. Por último, es preciso definir la modalidad más eficaz de descentralización de la UICN, a fin de que ésta faculte a un número cada vez mayor de miembros para efectuar actividades de la Unión. Cualesquiera que sean las respuestas que se den a dichas preguntas, no puede ponerse en duda que las ONGs deben ser un componente importante de la UICN.

PART II

The Contribution of IUCN

***Chairs: Liberty Mhlanga, IUCN Vice-President
Jan Cerovsky, IUCN Vice-President***

The Contribution of IUCN: Strengths, Weaknesses and Opportunities

Jay D. Hair, IUCN Regional Councillor, and President and Chief Executive Officer, National Wildlife Federation (Washington, D.C., USA)

My task today is to identify the strengths and weaknesses of IUCN, but I want to focus most on the future opportunities for the Union. I am reminded that when I point my finger at someone or some organization and mention their weaknesses, three fingers point back at me.

Strengths

An obvious strength of the Union is its unique membership. Nowhere in the world is there a gathering of 57 States, 92 Government Agencies and over 500 Non-Governmental Organizations (NGOs). No other venue provide this kind of opportunity. Our membership is complemented by our global network of volunteers working through the IUCN Commissions. These are unique strengths.

The Union also has a strong professional staff, some 300 now, working in 30 offices worldwide, with activities in over 100 countries. This phenomenal new Headquarters facility is an important strength in itself.

Another important strength is our relatively strong financial position. At the 1988 General Assembly in Costa Rica, the financial viability of the Union was in question. Since then, phenomenal progress has been made in building the financial resources of the Union although, as I will mention later, there are some vulnerabilities.

The last strength I would mention is the rapid organizational growth in recent years.

Weaknesses

The IUCN Mission—the centrepiece, the heart, the soul of any organization—is neither well known nor well understood internally or externally. The lack of a clear understanding of the mission prohibits or impedes the development of organizational priorities. On the one hand, it causes the membership to be ambivalent. Organizations that are ambivalent about their mission and that do not have a sense of ownership of their mission do not value the relationship with their members and do not make use of the opportunities to extend their partnerships. On the other hand it generates obvious tensions—for example whether IUCN is a “nature conservation” organization, whether it is a “nature protection” organization or whether in fact it is an organization that embraces the concepts of sustainable development. We have to accept that IUCN is not yet a mission-based organization. This weakness is critical but it is currently being addressed in the strategic planning process.

Second, IUCN is not an organization that is driven by the needs of its constituent members. IUCN, like many if not most non-profit organizations, is driven by programmes. I am not questioning the value of programmes, but this emphasis does give the organization a very

different orientation to that of an organization driven by the needs of its members. In IUCN, it tends to create programmes that are isolated from one another, both here at the Headquarters and throughout the world, rather than those kinds of programme activities that are integrated and function effectively together.

A third weakness is the complex organizational structure of IUCN. I would guess that, with the rapid growth in the last five years in particular, the Secretariat is at, or has exceeded, the limits of its ability to manage the current level of growth. Therefore, a critical feature for the future of the Union will be to develop the increased capacity to manage growth at this speed responsibly.

Historically, strategic planning has not been a part of IUCN's organizational culture. The reason is that IUCN has been driven by a General Assembly process that occurs every three years. Frankly, that process has become cumbersome and in many ways ineffective. It must be looked at very seriously in terms of the amount of human and financial resources invested in it. The long-range planning at the General Assembly is based on plans that in some cases are developed almost four years in advance of their being implemented in the third year of the GA's budget process. The rigid annual planning process, with no satisfactory measure of programme evaluation or priority-setting, only makes matters worse. We may feel as though we are driven by the mandate of our members, but I would guess that our members would like us to be more flexible and more creative in implementing programmes on their behalf.

In this context another weakness is that there are no automatic programme sunsetting provisions, or zero-based budgeting concepts. In an organization without sunsetting provisions, programmes tend to take on a life of their own and continue to grow, often in a way that does not support the fundamental mission. All programmes should be reviewed periodically and be evaluated for continuation on their merits.

Fourth is the question of Governance. The Council has not been as effective as it should be or

must be. During this triennium we have evolved a new committee structure in the Council, but we still spend too much of our limited time together reviewing detailed staff reports. We should focus on assisting the Director General and the Secretariat by discussing emerging policy issues, where the considerable wisdom on the Council could be of immense benefit. Also, the Council plays a very limited role in any aspect of fund-raising. I think that we have a major responsibility to evaluate the function of Council members in assisting the Secretariat, in particular the Development Division, in fund-raising activities.

My fifth concern is over funding in general. To achieve financial stability and to be able to control future growth in a responsible way, it is very important that an organization achieve a diverse and balanced source of funding from both institutional and other sources. Those of you who are close to IUCN will not be surprised to know that IUCN is very dependent, and in my opinion very vulnerable, in its funding base because over 98% of its funds come from government institutions, particularly in the Nordic countries.

These weaknesses are obviously critical to the future development of the organization. It is important to remember, however, that there is a very active strategic planning process underway addressing many of these issues; this process is outlined in Angela Cropper's paper (pp. 139–143).

Opportunities

Before discussing the great opportunities available to IUCN, let me comment on the three keys to the successful future of any organization: Excellence, Innovation and Anticipation.

Excellence is the base from which you have to start. In many respects, it is the base from which IUCN now has an opportunity to depart. It is based on personal, professional and organizational excellence. Initially we think of excellence as being the competitive edge that an organization has. Today, excellence is simply the price of entry. Excellence alone will not achieve

the organization's mission. If you do not have a constant pursuit of excellence in all that you do, then you do not even get to play in the world game as envisioned by IUCN.

Innovation is the way an organization gains competitive edge—always thinking of how to do things better and smarter. Excellence and Innovation are a very powerful combination but alone they are not enough. What makes it all come together is Anticipation—providing the right kind of information that allows you to be in the right place at the right time with your excellent and innovative programmes, projects and services.

Organizational development

Until we talk about the fundamentals—the structure and function of an organization and how it operates—we can never talk about whether or not an organization can achieve its mission and be of positive benefit to its members. As a result of the strategic planning process, IUCN has a unique and timely opportunity to evaluate its structure and function comprehensively. I should say that this is a view enthusiastically endorsed by the Director-General since he is the person leading this process.

To evolve an organizational culture that thinks and plans strategically, the Union must become an organization that is firmly grounded in its mission and driven by the needs of its members. In the future the Union must play primary attention to the integration of project and programme activity versus their present isolation. Programmes must come into concert with one another in a coordinated way in order to achieve the mission of the Union. And there must be a balance in the diversity of funding sources.

In the operational area, there is now an opportunity to move from a hierarchical to the more participatory leadership strategy that characterizes leading-edge organizations who make a difference in the world. There must be transparency of the decision-making process and

of the policies implemented by the Secretariat and throughout the organization.

There is an opportunity to develop a fully regionalized IUCN, not just regional offices scattered around the world. This is a topic that Council will be discussing at their business meeting this week.

There is also a great opportunity for the Union to continue the current policy of achieving cultural and gender balance throughout the organization. In summary, IUCN's staff, Council, Commissions, etc., should look like the people of the world it is designed to serve.

As the Union looks to the future, it must move beyond the development of policies, the promotion of strategies, the implementation of demonstration projects in the field, and the dissemination of technical guidelines. It must move beyond this to the critical task of building institutional capacity within its membership and of developing effective mechanisms for global cooperation. The emphasis on decentralizing the functions of the Secretariat should be accompanied by a shift from ecosystem-based theme programmes to programmes for building member institutions, and to linking these institutions into an effective network for action.

The building of institutions, whether at the national or the local level, involves a complex set of requirements. In my view, the most important of these are:

- the capacity to develop and maintain adequate and stable financial resources;
- the ability to train sufficient personnel within the context of their cultures and environments;
- mechanisms for cooperation between institutions among a variety of sectors and levels of organization;
- conceptual, policy and legal frameworks based on a distillation of best available practices worldwide;
- a capacity for operational research and evaluation; and

- an ability to plan strategically, implement on the ground and continue to learn.

Funding

In the area of funding, there are several interesting prospects on the horizon.

One is the emergence of major new funding sources like the Global Environment Facility (GEF). The Union must be a player in that process.

Second, we must look more aggressively to State governments for increased funding. For example, my own country, the United States, currently contributes about US\$1 million a year. Frankly, that is an embarrassingly paltry sum of money given the consequences of the impact the United States has had throughout the world. Following the election of a new President, there are unique opportunities to readdress these issues and to bring the United States into a much more effective and full partnership with the Union. Clearly we must also look at Japan, which currently provides virtually no funding to the Union, but is one of the most resource-intensive importing countries in the world.

Third, we must have a partnership with the private sector—the business community. We have to educate our members as to why this is necessary.

And fourth, IUCN must look for a more effective way to develop a partnership with Non-Governmental Organizations (NGOs). In my own organization, the National Wildlife Federation, we have been exploring how to build such a partnership with IUCN. The Federation does not want to duplicate the Union's international programmes. Instead, we want to expand and redirect our current programme in SE Asia through the IUCN network. To be successful in this partnership, all entities who participate must benefit. By cooperating with the Union in this manner, the National Wildlife Federation can achieve far more than it could ever accomplish on its own. Other NGOs should be encouraged to enter into such partnerships.

Programme

There are also additional opportunities in the programme area. The Union has been involved in the preparation of both *Caring for the Earth* and *Agenda 21*. If the concepts and principles in those two documents are to relate truly to the Union's mission for the remainder of the 1990s and for the 21st Century, we have got to work out how to implement them within IUCN's organizational structure in the future.

We must embrace with enthusiasm the energy and creativity of the NGO movement. This must include women's organizations, indigenous peoples and other groups with which we have not traditionally associated. One example would be religious organizations, such as those that are springing up around the world in various earth ministries or are associated with the concepts of Caring for Creation.

At the last General Assembly in Perth, the Union's membership asked us to assume more of an advocacy role. We have not yet reached an understanding of what this means for IUCN. Many of our members, like my own organization, are very campaign-oriented and try to be advocates in changing public policy. In articulating its advocacy role, however, the Union must continue to remember the needs of all of its members and must always ground its positions in good science and sound economic policy.

We must pursue new partnerships. In his paper (pp. 55–60), Stephan Schmidheiny describes the Business Council for Sustainable Development and raises the question of working in collaboration with IUCN. These are the kind of creative partnerships that the Union must make if it is going to be effective in achieving sustainable development. In theory it is possible to have perfect international treaties, laws and regulations in every country of the world, but until the private sector is a full partner in the process of achieving sustainable development we, as a global society, will never achieve our goals of conserving natural resources and protecting the environment.

We must be creative, innovative and flexible in developing programmes and in choosing priorities for the future. We must address such issues as earth ethics, and we must evaluate whether or not we need to become involved in environmental pollution issues. It makes little sense to establish a nature reserve if that reserve is being damaged by outside sources, including air and water pollution. We must come to grips with the fundamental issues of poverty and of stabilizing the human population.

We must embrace the notions of environmental economics. In my organization, the National Wildlife Federation, we invested in the staff resources to involve ourselves in the negotiations over GATT and the North American Free Trade Agreement (NAFTA); in the 12 years that I have been Chief Executive of the Federation, it is the one thing where we uniquely made a difference. In particular, we persuaded the U.S. Trade Representative, Ambassador Carla Hills, with the support of President Bush, to include the establishment of a Trilateral Environment Commission in the agreement in return for our support. We were in fact the only NGO in the United States to support the agreement. IUCN must consider how it can be involved in trade and environment agreements such as NAFTA in the future.

We must be on the cutting edge of working with business partners to develop economic incentives for environmental protection. The market-place will work if it is properly structured. There must be full cost-accounting in all activities associated with sustainable economic development. We must also decide whether the Union has a role to play on issues of lifestyle and patterns of human consumption.

The bottom line in all of this is how does IUCN stay relevant. If IUCN is to be a world leader in promoting sustainable development strategies, it must promote development that is sustainable economically, environmentally and culturally.

And finally, IUCN must look to the opportunities of forging a relationship with the youth of the world. Young people form approximately 50% of

the world population today but I like to think of them as 100% of the future. In my view you invest in your future—the young people of the world—their health care, their education and their opportunities. The Union has a particularly important responsibility, at present unfulfilled, to form partnerships with youth groups around the world. The concepts of sustainability—economic, environmental and cultural—should be part of effective outreach and education programmes for young people in every culture.

Conclusion

In the last few years we have heard much discussion about the road to Rio. I was in Rio and as an American was very disappointed in the failure of my country and our President to provide leadership. In my opinion, the so-called 'new world order' really did start in Rio, but the United States Government was not a player in making it happen.

However, the road from Rio is far more important than the road to Rio. The message out of Rio came back to every country, every state, every province, every county, every canton, every town, every hamlet and every village—throughout the entire world—including, most significantly, here in Gland, Switzerland. The Earth Summit was a unique gathering of governments and NGOs, and created great opportunities for the future. There is only one place in the world today that brings both governments and NGOs together—the IUCN, the World Conservation Union. In my opinion, this puts a special burden on those of us who care about the fate of the world and care about the Union. It also signals incredible opportunities for global leadership in the future.

Let me conclude with the lines of a song I heard sung by children at a World Wilderness Congress. They sum up much of what I see as the challenges and opportunities before us. They are as follows:

*The hope of the world is in the eyes of a child
And when you look in those eyes, what do you see ?
Is there freedom from hunger, is there the freedom to
be free?*

For the 100,000 people dying daily from hunger,
there is no freedom to be free. What we must
commit ourselves to is an organization with a

vision to achieve the freedom to be free for all
human kind and for all wild living resources.

2

What Does the World Expect of IUCN?

Charles de Haes, Director General, WWF – World Wide Fund For Nature

Introduction

How can I possibly tell you what the world expects of IUCN? I immediately felt that it would be not only impossible for me to tell you but also presumptuous of me to try to speak on behalf of the world, or to use my own personal or WWF's views.

Therefore, with Martin Holdgate's approval, I decided that the best way would be to canvass the views of those who deal with IUCN on an every day, or nearly every day, basis. I wrote letters to all members of IUCN and to close cooperating organizations to find out what IUCN can and should do for the world. We sent out some 700 letters—in English, French and Spanish.

In my letter, I guaranteed the confidentiality of the responses so that those organizations taking the time to answer could be completely free to put forward any criticisms, complaints or suggestions for improvement. One Latin American NGO wrote: "For a small NGO like ours that otherwise has reduced opportunities to express openly our views, . . . this (opportunity) is very important." A number of those responding gave explicit permission to be quoted. This openness was useful in preparing this paper, and when I do name a respondent, I want you to know that I have been specifically authorized to do so.

One of the earliest responses I received told me that the title of my address was wrong, and that it should be: "What the World and its Members

expect of IUCN." And, as you will see, I learned a lot about what members expect from IUCN.

In all, I received over 70 answers, more than a 10 percent response—I consider that extremely good. The geographic diversity of these replies was quite amazing and very encouraging. The responses came from 36 countries around the globe, reflecting the truly international character of IUCN. Of these, on a proportionate basis, the largest number came from eight Central and South American countries. Replies also came from seven Asian countries, three Eastern European countries, four African countries, Australia and the Middle East. A dozen organizations in European countries ranging as far south as Italy and as far north as Norway also answered. Members from Canada and the United States completed the picture with their responses.

The replies ranged from UN agencies and development aid agencies to very small non-governmental organizations. There was also a response from a senior IUCN staff member; all IUCN staff members were also invited by Martin Holdgate to participate.

A diversity of opinions

Among the great diversity of answers, more than two dozen different messages to IUCN were identified. These messages ranged from broad philosophical concerns to very specific gripes, compliments and requests for money!

The operative word in IUCN's name is Union, because IUCN is a unique mechanism for uniting the many disparate, non-governmental nature conservation groups and the government agencies and States to ensure leadership and an international forum. One correspondent noted that such a forum "is indispensable if these associations are to meet and exchange information and ideas, pool resources and, above all, ensure professional unity and a strong voice for nature conservation in the international community." IUCN is unique in providing this forum and in maintaining a truly complete global network of professional persons and associations promoting the cause of nature conservation.

I believe that most of us are of the opinion that one of IUCN's most important contributions to the world has been the publication of *The World Conservation Strategy* and, last year, *Caring for the Earth*, in partnership with WWF and UNEP. These publications and the follow-up work that has been done by our various organizations have ensured that the conservation of the environment and development are seen as mutually necessary and compatible.

Yet, interestingly, opinions were divided among those responding about IUCN's involvement in the area of sustainability. One respected, and influential, institution wrote to say that IUCN has placed too much emphasis on development and not enough on sustainability. Indeed, the person writing on its behalf admitted that IUCN has "successfully promoted the idea of sustainable development." But, he added that IUCN was wrongly influenced by the "perception on the part of economists and politicians that in order to sustain human economic activity, world economies must continually expand." There is a need for IUCN to support a "sustainable world economy" based not on the old models of economic growth but on equilibrium, this correspondent believes. However, I believe that is indeed what we are trying to do.

An even broader criticism came from a member of a major UN organization, who urged IUCN not to be distracted by promoting sustainability: "The

linking of the protection and wise use of natural resources to the economic driving forces which too easily lead to unsustainable development is indeed realistic and necessary but, in doing so, IUCN must maintain its focus. No NGO, however large and successful, can take on all the interconnected social and economic challenges underpinning sustainable development . . . IUCN should maintain its identity as a powerful and highly respected technical NGO devoted to nature conservation," he wrote.

That view was echoed by at least one other international agency, whose spokesperson wrote to say that "IUCN's desire to raise funds from development agencies has propelled [it] to become a more 'development-oriented organisation'." This may be beneficial, he wrote, but it "could compromise what IUCN can do best—concentration on the science and sociology of environmental conservation and not embarking upon 'development exercises' where it has less experience . . .".

On the other hand, the Finnish International Development Agency (FINNIDA) lauded IUCN's "known and acknowledged expertise . . . in the field of sustainable use of natural resources." It saw the development of IUCN programmes "as useful vehicles for promoting sustainable use of the natural environment by the people in the recipient countries." It said IUCN "has succeeded in developing a harmonious balance between the older school of strict environmental protection and the modern requirements of sustainable use of natural resources."

Such divergent views amply illustrate the truism that it is impossible to please all of the people all of the time.

IUCN's overall effectiveness was the topic of many comments. One member singled out "the increasing polarization of views within the IUCN membership, particularly the North-South debate which so often seems to pit the so-called 'wealthy' countries against those which are economically developing."

On one hand, a US member wrote that IUCN "must tread very carefully to avoid . . . pandering to the increasingly strident voices of the South and their demands for unconditional transfers of the perceived wealth." And, on the other, a Latin American member wrote that the location of IUCN's headquarters in a developed country fosters the North-South imbalance.

The concern over the North-South divisions was reflected in many calls for more regionalization of IUCN. The Wildlife Preservation Society of Australia urged IUCN to become more regionalized. This view was echoed in particular by Africans and Central and South Americans. Ecuador's IDEA—*Instituto de Estrategias Agropecuarias*—wrote to say that regional offices need to be reinforced. Others repeated the belief that strengthening regional programmes, supporting regional representatives and holding regional conferences would be invaluable to the work of the Union and of conservation.

A quote from South America: "Even though it is true that there has been some decentralization in IUCN, we South Americans consider that it is not sufficient for our region if you take into account our immense heterogeneity and biodiversity." More than one correspondent argued that is important for IUCN to regionalize its Commissions and to establish an election system for the Commissions based on votes from each region.

There were several calls for IUCN to improve the coordination between its country programmes and its Commissions. Other members urged IUCN not to compete "at the local level" with NGOs. Two correspondents complained that IUCN throws money at "non-problems" in the field. A South American NGO complained that the objectives for choosing areas in which to carry out projects should not be only "a successful project in a way in which they will have financing for a second phase."

Criteria should be established to "include consideration of conservation necessity versus 'probability for success'. With the establishment of those criteria we could understand any

decisions made by IUCN and its regional officers regarding our reserve and surrounding nearby conservation areas managed by similar small NGO groups." This same NGO added that it would not like to see IUCN working with non-members of the Union when it had the opportunity to do so with its members.

A couple of members complained that there is too much duplication between what WWF and IUCN do—that they seem to be competing against each other in the field.

In Europe, it was said IUCN "needs to improve its performance in networking at the national and regional levels. We have the impression," one European NGO said, "that much of the very good work in clarification of concepts, etc., never really gets beyond a limited group of people and organizations. Much of this work could have a stronger impact if networking was improved."

I'm to tell you what the world expects from IUCN, but first I let me tell you what the world does not expect from IUCN, according to some respondents. They said the world does not expect support of animal rights groups. One North American respondent accused IUCN of being a "haven for extremist animal rights groups to the detriment of good conservation decisions." He cited the rejection of the request for membership by the Fur Institute of Canada at the Perth session of the General Assembly. This "smacked of caving-in to some very vocal single-issue NGOs." If this does not change, "legitimate clientele whose ultimate aim is conservation of biological diversity may consider simply casting aside the IUCN which it will see as catering to some rather wild-eyed preservationists."

Strong support for this view came from Southern Africa, where one member observed that IUCN is in danger of being unduly influenced by "people expressing the most extreme views concerning animal rights."

excessive population" which "must be mandated with a force so vigorous that it can withstand and hopefully achieve some reason amongst the religious and political ignorance on this matter," wrote an international scientific association. Also there must be "Education at political levels that no growth economies are not only stable but ecologically mature;"

- IUCN "should encourage each country to prepare a 'State of the National Environment' report, and . . . consider producing its own 'State of the Global Environment' document" (European NGO);
- during the forthcoming General Assembly in Argentina IUCN should establish a committee for sustainable development. "In this field, IUCN is apparently weak and has very few successful field experiences, and a lack of leadership," said one Latin American NGO. (The Commission on Environmental Strategy and Planning, formerly the Commission on Sustainable Development, will no doubt take note!);
- IUCN should be "financially viable in both the short and long term. Nothing detracts more from science research than shortage of funds and an inability to plan programmes extending over, say, a 10-year period. IUCN needs not only an annual income but a very large endowment fund," an American NGO wrote;
- IUCN's ability in international law making should be strengthened, according to a US NGO;
- and one last piece of advice from a Latin American NGO: "It is necessary to discuss less and work more, since we all know what we should do."

Some conclusions

To summarize, most of those responding to the survey expect to see IUCN as a very positive force, but a force to be channelled in certain definite directions. A good number of respondents urged IUCN to concentrate on conserving nature, and avoid becoming a development agency. While not all the respondents agreed on every point, there are certain clear directions to their comments and generally speaking they are as follows.

First, IUCN must offer leadership, building on the work already started in *Caring for the Earth* by promoting sustainability.

Also, IUCN is unique in having a membership which includes both governmental and non-governmental organisations. This gives IUCN a unique opportunity to build bridges to these groups, creating what one member called a "union or a worldwide fraternity," and a chance to act as an open forum for the exchange of ideas on global environmental issues.

But, at the same time, there is need for increased regionalization, as many of those responding to the survey requested, to enable members to have more say in the decision-making process. And members' comments reflected a need for IUCN to concentrate on networking, and to improve communication with and information flow to its members.

IUCN also needs to shore up and concentrate on its scientific expertise, members wrote, to provide a scientific basis for rational choices by individuals, and to enable IUCN to provide a vision of future options on how to balance the capacity of the Earth and the human population.

3

What can IUCN Deliver?

Aban Marker Kabraji, Pakistan Country Representative, IUCN (Karachi)

An Initial question: What Is IUCN?

Reading the previous papers, you may have found it is almost easier to distinguish what IUCN is not rather than what it is. We know for example that it is not a homogenous, conventionally structured conservation organization based in the North—although it used to be; we know it is not an organization like the UN or other multilaterals, which serve mainly Governments—although both Governments and donors sometimes treat it as such; we know it is not a conventional NGO—although by virtue of its large NGO membership, and because it is not a bilateral or multilateral agency, it is often treated by both NGOs and Governments as being an NGO. Thus, well before one attempts to answer the question of what IUCN can deliver, one first has to distinguish what IUCN is.

It is sometimes easy when working for IUCN to fall into the rather amorphous realm of finding one is all things to all people. It is an immensely powerful position to be in if one is working to a clearly defined, carefully planned agenda—and a very dangerous one if one is being jostled around by other, often conflicting interests. Let me try and explain, by trying to define what I, from Pakistan, working within IUCN's Southern networks, see as IUCN's great strengths, the challenges it faces, and the solutions it has to offer; that is what it can deliver.

We go back to where I started. By defining what IUCN is not, we also define the peculiar nature of the beast. IUCN is a diverse grouping of Governments and NGOs—its Membership; a

series of impressive networks of volunteers who form a cadre of the best technical specialists in the natural sciences in the world—the Commissions; and a Secretariat—which has outreach with staff and programmes in the regions, who are the ground-truthing forces of the Union. It is they who by keeping their ears to the ground can convey back to the Union what is happening in the real physical and social worlds of sustainable development, and thereby assess the impact of the Union's policies and activities.

It is this complex interlocking of diverse peoples, institutions and Governments committed to a common cause, which finds particular expression in IUCN's ability to work as an equal partner to all of them, and forms the basis of IUCN's greatest strength. Thus what IUCN can deliver is greatly determined by the ability of the Members, the Secretariat and the Commissions to be able to take advantage of this capability of the organization to work in the interstices between the worlds of Government and NGO, within the worlds of inter-governmental contact, and within the NGO world. It is, if one may draw the biological analogies, to interpret partnership as a symbiotic process, of behaving a little like a chameleon, who remains intrinsically a chameleon, but can take on the colours of its surroundings and blend into them. When the work of IUCN is well done, this ability can build bridges between the often polarized worlds of Government and NGO, and give new meaning to catalysis and facilitation. It also assumes that implicit in the partnership process is our role of support, and that we do not get drawn into competing with our partners and members.

This then is the generic picture. Those familiar with these strengths of the Union will recognize examples which fit the above, and relate them to the familiar style of IUCN's working—its corporate culture. For those of you whose acquaintance with IUCN is new, or peripheral, an attempt to explain the way IUCN delivers is best illustrated with an example, where all these strands come together in one endeavour, and I choose one with which I am personally most familiar.

The example of the National Conservation Strategy of Pakistan

In 1986, the Government of Pakistan, an IUCN State member, invited IUCN to help it develop a National Conservation Strategy (NCS). This was well before environment and development had been placed as firmly interdependent in the consciousness of either environment or development practitioners, and the Ministry of Agriculture, when inviting IUCN to assist, looked upon the NCS as mainly equipping it with a framework to address the issues of wildlife, forestry and national parks. IUCN responded, presciently in those days (even for IUCN), by stating that such a multisectoral exercise must not be placed within a sectoral ministry and should be the responsibility of central planning. IUCN did not have the leverage of a donor, but was still in a position to suggest the necessity of such a policy decision to Government. The Government responded by locating the actual work of planning the Strategy within the newly created Environment Division, and having the entire process overseen by a committee headed by the Head of the Planning Commission. The process of planning the Strategy thus became part of the central development process of policy planning, and moved firmly into the development agenda of Pakistan. As work on the Strategy progressed, the natural sector ministries, the ministries of finance and economic affairs, the provinces, the private sector and NGOs were all brought in to the consultative process. As discussions were held and consensus reached, not only did

Government, NGO and labour groups meet in forums where they had never met before, but there emerged a commonality of cause which is seldom seen in our traditionally polarized societies. This underlines also the emergence of environment in its developmental sense as the new paradigm for equity and justice within the social activism of the South.

The Pakistan National Conservation Strategy was accepted by the Cabinet as the environmental plan for the country in March 1992. It spans the spectrum of natural resource issues, places them in a developmental context, and advocates solutions which require major policy shifts in the development model presently being followed. These are gradually being absorbed, institutionalized, and find expression in the first-ever chapter on Environment in the 8th Five Year Plan, and in the Government's submission for funding to external sources in the donor and consortium meetings of priority programmes and policies.

Some interesting partnerships have emerged during this exercise: those between IUCN and the Government, both Federal and Provincial, where we continue to play a role in institutional development, training, technical advice and the channelling of aid flows; those between donors and IUCN, where by working with the entire spectrum of sectoral interests in an NCS, and developing what is generally acknowledged to be a good model of a sustainable development strategy, we have established for the donors a framework within which their own country programmes in support of sustainable development can emerge; and those between IUCN and NGOs, many of whom have emerged during association with the process of the NCS, with a clear focus on the issues of sustainable development as their particular agenda. A number of these have joined the Union subsequently and, given their origins, focus and nature, will add to the diversity of IUCN's membership.

The NCS stands poised to affect profoundly the patterns of development within Pakistan, and to

make the use of our natural resource base sustainable. No one is under the illusion that the task will be easy, but the growing constituency of supporters for the process and the plan indicates the sorts of changes and processes that an organization like IUCN can effectively design and catalyze in partnership with Governments and NGOs.

The roles IUCN can play and the products it can deliver

The NCS and the IUCN Pakistan Programme, which now designs its activities in support of the NCS, provides an illustration of the sort of roles IUCN can play and the products it can deliver. These models, with modifications for country, region and culture, are repeated around the world where IUCN has a presence. In essence, given IUCN's unique role as a hybrid—inter-governmental body and NGO all in one—it is capable of working at a nexus where no other organization, in my experience, can. As a result, it has carved out for itself a *sui generis* role. It functions at nowhere near its potential; I would consider this to be the major challenge that faces the evolving programme and the strategic thinking that is presently reshaping the Union.

In summary, then, with its global networks, international membership and local knowledge, IUCN can provide to its partners policy advice in the form of sustainable development strategies which are developed in consultation with, and are implemented by, the Governments and people of the countries that request it. It can provide the know-how to build institutions, and help in their design, and, with the support of donor partners, their funding.

By virtue of its membership network, it can provide a neutral forum for traditionally antagonistic groups to meet in a common cause, and by doing so, it frequently enhances the process of conflict resolution.

Through the consultative process of developing strategies, it can reinforce the strengths of participatory democratic planning, which can

then be applied to other processes of planning. This enhances the growth and development of democratic institutions and of good governance in countries where such a tradition is often lacking.

Through training, education, and public awareness programmes, it can facilitate attitudinal and behavioural change and thus create a synergy between these and field projects.

Through work with the business and corporate sector, it can forge productive relationships between the processes of economic growth and sustainable development. (Although I know that by that statement, I stray into a potential minefield).

Through its access to global networks on matters environmental, it can bring the latest knowledge into countries, and transmit the lessons from the field into the international dialogue. With this knowledge it can forge partnerships of influence with the other development agencies, such as the UN family, the multilaterals and bilaterals and use these to assist the agenda of its members in a country or region.

And finally, let me go back to the important role which lies in IUCN's traditional heartland—its technical expertise on forests, wetlands, national parks and protected areas, biodiversity, species, arid zones, EIA, environmental law and marine ecosystems. It is this heartland of IUCN which forms its core, and gives it its ability to test the new models being designed in the name of sustainable development. This knowledge, this science, this access to the best minds in the business remains its greatest asset, and has to be the essence of what is harnessed in the implementation of any of the social programmes.

As IUCN continues its process of decentralization and devolution away from Headquarters, it is important to preserve these skills within the offices that move into the South and North. They, in turn, must acquire the colour and the character of the countries and regions they serve. As they do so, they form to my mind the most formidable force for change ever, in all the history of IUCN.

To harness this force and maximize its impact, however, it is important to think through the implications of the present patterns of regionalization.

If one looks at the development of offices so far, one finds that it has been largely in the South. While this undoubtedly responds to current needs and opportunities, it does not serve the Northern members well, or enhance the North-South networks between members, which could provide dramatic examples of good cooperation. It also places the onus of change on the South, which of course is not IUCN's aim.

If the Union is to realize its full delivery potential, there is therefore one major consideration it has to take into account. Some of the most difficult problems of natural resource management are located in the South, where most of the world's biodiversity and most of its human problems are, but the solutions to these problems are linked inextricably to a more equitable world economic order, debt flows and changes in Northern lifestyles.

If IUCN is seriously to get to grips with the much more fundamental malaise that underlines the mismanagement of Southern resources, its real battles will be in the North—not the South. Thus it is the Northern members of IUCN, and their offices, who need to be mobilized behind not only the issues of North and South within their own countries, but behind the priorities set by the Southern members of the Union. Equal emphasis must be given to strategic networking by IUCN with its Northern membership, and historical links between countries of North and South should be re-examined for their potential for constructive collaboration within the context of the new environmental order. Responsibility between colonized and colonizer for the state of the environment in former colonies, as an example, may not be something that is easily shared and accepted into the workings of States. It should, however, be possible to use such historical links between the Northern office of IUCN within a former colonizer state and its IUCN counterpart in a former colony, to analyze

and thus mobilize the multilateral and bilateral patterns of aid and trade flows. New ways of working and new attitudes to partnership within the world of IUCN could thus evolve, making such networks potentially one of the most powerful mechanisms for implementing Agenda 21.

A note about partnership and strategic networks. In my experience the best partnerships are those forged when there is a clearly acknowledged balance of power. In his paper (pp. 47–22), Richard Sandbrook described the need for the North to understand, for its own survival and security, the strategic imperative of Southern development and security. Thus the impoverishment of resources in the South, the increase of poverty and human suffering not only threaten the security of Southern lifestyles, but eventually undermine Northern ones too. It is to redress the present inequity of aid and trade flows and the imbalance of power that results—to attempt to build partnerships that are based on mutual self-interest and respect, on interdependence and the finely tuned balance of power between nations—that IUCN's North-South offices and networks should aim. That can be their greatest contribution to a secure and stable environmental order.

This also presupposes that the Union evolves a policy on how to approach the major development agencies. IUCN's approaches with most bilaterals and multilaterals in the past have, quite frankly, been low-key and sometimes unsophisticated. The approach has generally been through the traditional, often marginalized, NGO or environment windows.

That was fine in the context of the old IUCN—but not for the new IUCN, which has been given a mandate of regionalization and given the instrument of *Caring for the Earth* to implement. In the post-UNCED world, IUCN must speak to the development agencies in the current language of development. Here, environment and NGOs are increasingly part of the mainstream of implementation, and form an inextricable part of the development framework, which aims at

alleviating mass poverty, improving health care, achieving a higher Human Development Index and a better quality of life. Within this scenario, IUCN must make the point lucidly and explicitly that all this is only possible with the sensible management of our natural resources.

So if we are to deliver all that I believe this unique Union can, we ourselves need to have the courage to break out of old patterns of working and of

thinking, and to face the new challenges in the complex worlds of environment and development that we now inhabit. Make no mistake, it will be a very different Union that emerges in response to these challenges, and it will not necessarily be to everyone's liking, but it is a necessary evolution if we are to survive and meet the expectations of our members and their needs in the new Century.

4

Building the Worldwide Union

Mark Halle, Director of Development, IUCN Secretariat

A short history

In the post-war world, where international cooperation and exchange was felt to be a strong guarantor of peace, IUCN provided a mechanism to facilitate the coming together of professionals in the field of nature conservation. These professionals came together in part to share information and experience, but mainly to piece together knowledge of the state of the world's species and natural areas, to set priorities, and to define actions which might contribute to eliminating threats to nature.

Steeped in the fear that the new independent regimes would disregard nature protection, IUCN provided a neutral vehicle for making the valuable knowledge and experience accumulated during colonial times available. And the patient, often disregarded work undertaken by IUCN's Commissions to gather information, inventory natural areas, compare data, set priorities, and much more, provided the solid foundation without which modern conservation achievement would not have been possible.

This first era of IUCN's history might be called the Commission-based era. As the work of the Commissions picked up momentum, the task of the Secretariat was obliged to extend beyond the mere coordination of meetings to the provision of support, on a more regular basis, to the work programmes which began to emerge from Commission activity. Thematic programmes began to develop, coinciding entirely with Commission programmes or based closely on them, but located in the Secretariat and managed

on a day-to-day basis by it. Increasingly, the Secretariat steered these programmes, and during the 1970s and 1980s the role of the Commissions changed, becoming the reference body, often the advisory body, for the programme.

The growth of the Secretariat also effected a subtle change on the relationship of IUCN's members to their Union. During the Commission-based era, the membership looked upon IUCN largely as a provider of products. The Red Data Books, the Species Action Plans, the Ecological Guidelines series, were all valuable to the members in their own work, and greatly appreciated by them.

Yet with the growth of the Secretariat, the membership began to turn to it not only for products, but also for services. Since IUCN had a growing technical capability, it also had a growing capacity to meet individual members' needs for information, advice and guidance. This in turn strengthened the Secretariat's lead role in the Union, and the Secretariat's programme became the central focus of the Union's work. This era, from which we are only now beginning to emerge, might be termed the Secretariat-based era.

Other, parallel processes were underway. Initially, for example, the Union's membership was dominated by organizations from the developed world. With the passage of time, and particularly from the late 1960s onwards, developing country organizations joined in force, and the membership became increasingly global and geographically balanced. Similarly, from a membership base largely confined to the world of nature protection, the interests of the members

expanded to focus more centrally on the applications of nature protection to the problems of development. Finally, from an organization consisting largely of national conservation agencies and non-governmental associations, IUCN began to evolve its present, unique blend of States, Government Agencies and NGOs.

As IUCN's focus began seriously to encompass the developing world and as its scope broadened to include the applications of conservation knowledge, the world of nature conservation entered into a crisis—the realization in the late 1970s that such conservation on its own had no chance of succeeding. This crisis marks the most important turning point so far in IUCN's history. It is fair to say that, until that point, the conservation community saw its role as opposing development which, in its blind way, was lavishly destroying the species and habitats which they, as conservationists, sought to defend. Worse, the forces of development were powerful and insidious, and the role of conservation associations like IUCN and its members was to muster whatever influence they could to counterbalance the negative effects of development. We were clear that development, in the absence of conservation, could only lead to destruction in the long run. It began to dawn on us, however, that in many parts of the world conservation, in the absence of development, could not hope to achieve lasting results. Development was an imperative, but what development?

To answer that question IUCN, its entire community of members and voluntary networks, and its partners in WWF, UNEP and other agencies of the UN system, embarked on a major reflection, the result of which is the 1980 World Conservation Strategy (WCS). WCS fundamentally redefined conservation. It accepted that development must occur, and that in many parts of the world it is an imperative priority. At the same time, it insisted that development must be sustainable, that is it must contain conservation. The task of conservation—and therefore of IUCN—is to bring

that contribution to development planning and implementation that will enable development investments to yield sustainable results.

The WCS led immediately to a sharp increase in the demand for IUCN's services, in particular from the developing world, and to a reorientation of almost all IUCN's work towards sustainability. Indeed, it gave all of IUCN a unifying concept.

The Secretariat expanded rapidly in the 1980s, most notably through the rapid development of IUCN field operations. The importance of IUCN's commitments in the field led, in turn, to the establishment and strengthening of a growing network of regional and country offices in different parts of the developing world. IUCN's work began to attract the support of the aid community, who saw IUCN projects as an excellent way of achieving their own development objectives. And the work of IUCN's scientific and technical programmes gradually evolved in support of its field commitments.

This ushered in a short era where the work of IUCN, at least that of the Secretariat, became excessively operationally-oriented, at the expense of (or at the risk of) weakening or smothering the work of the Commissions and the scientific and technical programmes. Happily, the rapid growth of IUCN's support from the aid community led to an increasingly close working relationship with the aid agencies, and this in turn led to an understanding on their part that they could not starve out IUCN's scientific capability, its professional networks, and its analytical capacity and still expect the same product in the end. If IUCN was to continue providing high quality service to development, those agencies supporting our work had to take a stake in the organization and ensure its balanced development.

The growth of IUCN after the WCS has been nothing short of phenomenal. The size of the Secretariat, the size of the budget, the size and diversity of the membership, and the scope of IUCN activities and relationships have increased at a staggering rate, and this had a profound effect on the organization. The new era that

appears to be dawning—which I will call the membership-based era—stems from the coming together of a number of phenomena.

The present situation

Three principal factors have led IUCN to its current position: the first is the direct experience of trying to make conservation work on the ground, in the context of a philosophy of sustainable development. IUCN set out, in its field programmes, to “practice what it preached”, especially in the World Conservation Strategy. The experience was a sobering one. We learned that conservation is only possible if the development context favours it, and to ensure that it does, we must try both to understand and to influence the course of development. This approach requires that conservation be applied to development alongside other factors, implying the need for partnerships and alliances going well beyond the traditional constituency of conservation. These partnerships have opened new doors for IUCN and for conservation as a whole.

The second factor is IUCN’s public commitment to sustainable development. IUCN is one of the few major conservation organizations not only to have committed itself to the concept but also to accepting its implications. Already with the WCS in 1980, IUCN accepted that direct use of wild species and ecosystems is compatible with conservation, provided such use is sustainable. Similarly, it accepted that development is a priority in large parts of the world, conditional of course on that development being sustainable. This conversion—for conversion it was—rendered IUCN not only acceptable but interesting in the world of development, bashful at the failure of traditional approaches and searching also for sustainability of development achievement. *Caring for the Earth* is the most recent articulation of the new faith in sustainable development, and places IUCN conceptually in a leadership position.

The third factor is the maturing of the environment movement, and especially of the conservation movement. One need not have been in the movement long to remember how recently environmentalists were regarded as a lunatic fringe of society, accused of preaching a reversal of progress, failing which doom was a certainty. But somehow, the environment has caught on, and both the number and diversity of environmental groups on the scene has grown exponentially. IUCN has been pushed gently but firmly into focusing more centrally on its essential niche, in which its comparative advantages are stressed to the maximum. This niche is that of the Union not simply as networks or as a strong secretariat, but as a unique association of Governments and NGOs sharing a common purpose.

The Earth Summit

It was at this juncture that the world gathered in Rio for the Earth Summit. Rio carries a number of lessons for IUCN, most arising from the Summit’s widely perceived failure to come to grips with the central issues facing the world today.

Despite the disappointment which it generated, the United Nations Conference on Environment and Development marked an important turning point for the environmental movement. For UNCED exploded a series of myths: it underlined the limitations of the traditional inter-governmental negotiating process and by extension the weakness of the United Nations machinery; it demonstrated at the same time that the NGO movement is too diverse, too scattered, and lacks the clout to provide a viable alternative; and, finally, it showed that the sheer momentum of the preparatory process—a kaleidoscope of events and meetings all over the world covering a period of years—was not enough to budge decision-makers from positions based essentially on short-term national self-interest.

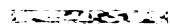
The environment movement emerged from Rio as a coastal village might emerge from a hurricane—not knowing which of the many steps

to take first. But for IUCN, Rio underscored the importance and appropriateness of the changes which have been taking place in the Union over the years. It demonstrated that governments alone, left to their own devices, cannot easily break out of their traditional negotiating blocks and alliances. Yet IUCN is a forum in which governments, government agencies and NGOs from a wide spectrum of environmental opinion meet and seek common ground. The NGOs demonstrated in Rio that, collectively, they were too diverse a group to speak with a coherent voice. IUCN does not pretend to gather all the environmental NGOs, but does include over 500 of those concerned with conservation of nature and natural resources.

It is clear that, for the international environmental agenda to be taken forward, there is a strong need for institutional innovation. There is a strong need for new alliances and partnerships which bring together the different stakeholders in the various issues requiring resolution. And many speakers at this symposium have emphasized the leadership vacuum which an enterprising organization might fill. IUCN, as an organized sector of the environment and development constituency, could emerge as a leader in bringing a coherent voice for sustainable development to the negotiating table. We can do so because we represent a large cross-section of the environment constituency. But do we?

The answer to that question depends a great deal on how far IUCN has really moved from its former Secretariat-based era into the new Membership-based one, for unless IUCN is truly dedicating itself to rallying its membership and wider constituency behind its mission, and unless this mission is clearly articulated and understood by all, the claim to leadership and representation may well in part be spurious.

The future



IUCN's experience with applying conservation on the ground and the direct contact with its members which has resulted from this have

convinced us of the unique niche IUCN occupies. Rio, too, demonstrated the opportunity available to those few organizations who genuinely gather and represent a distinct sector of the environment and development community. What, then, must IUCN do to move solidly into a membership-driven mode? What changes must we see over the next few years that will allow IUCN truly to demonstrate the leadership the world expects of it?

First, we must clarify IUCN's mission. Everyone knows that we stand for conservation and wise use of resources, but that is too broad a field to exert much mobilizing power. The conceptual base provided by *Caring for the Earth* must be complemented by a clear articulation of what, in that vast agenda, IUCN truly wishes to take on. For too long, IUCN has tried to be all things to all conservationists; we cannot continue to be, without forfeiting the leadership our members expect of us.

Second, we must understand clearly who our constituency is, and which parts of that constituency are essential to the accomplishment of our mission. And we must structure our actions accordingly. IUCN has, and probably always will have, limited resources, and those resources must be targeted as strategically as possible, so that each action, each expenditure takes the Union a solid step forward towards its mission and objectives. The membership—those countries and groups who make up our Union—are clearly a key constituency but they are not the only one. A clear understanding of this, and a reorientation of IUCN's entire programme around the requirements of its constituency, is a precondition to success.

The strategic planning exercise currently underway insists on the above two requirements. To be successful, IUCN as any other organization of that type, must be mission-based and constituency-driven. The complete re-evaluation we are undertaking will examine all facets of the Union and may well—indeed almost certainly will—bring about fundamental changes in its structure, governance and operations to bring it

in line with these requirements. It is my contention that it will in fact reinforce trends already underway in the Union, and in particular the following.

First, there will be a complete overhaul of IUCN's Governance system. IUCN currently has a carefully constructed democracy which, in theory, allows the membership to have considerable influence on their Union while preventing any group or region from dominating. It is plainly insufficient for the Union today. The General Assembly has grown beyond the stage where the members can directly determine the policy, programme and budget of the Union in any kind of detail. It has become a World Conservation Congress, which has its value, but it can clearly no longer be the business meeting it was intended to be. It appears likely that there will be a rapid growth in Regional Assemblies, where the membership interacts directly on the issues of most immediate relevance to them, while preparing common positions on issues of global concern.

Second, the role and structure of the Council must be assessed. Between General Assemblies, the members are represented by Regional Councillors. But the nomination and election procedures, the definition of the regions, and minimal support given by the Secretariat to the Councillors almost guarantees that they can never effectively represent the membership in a way that would satisfy the members.

Third, the reorganization and activation of the members at the regional level, already very much underway in certain regions, is likely to continue and to gain momentum. This will lead to a greater harmonization between the needs and wishes of the membership and the IUCN programme in those regions. Regional Advisory Councils, drawn from the membership and the voluntary networks, will oversee the work of regional and country offices of IUCN, and ensure not only that the shape and content of IUCN programmes is relevant to their needs, but that these needs are fed up from the base to contribute to the shape and content of IUCN's programme globally. And

as the regional and country offices work in ever greater harmony with the membership, they will be that much more effective in mobilizing this membership to speak with a unified and powerful voice on issues of fundamental importance to the future.

Because of this, IUCN will also encourage the efforts of the members to organize themselves for more effective interaction with the rest of the Union. Already there is a proliferation of IUCN National Committees, and in South America, these committees have formed a regional federation. This movement will no doubt continue, and will increasingly form the basis for the definition of IUCN's agenda in individual countries and regions. More important, with the consolidation of IUCN's members country by country, and region by region, the building blocks of a new global federation for sustainable development begin to take shape. The relationship between the components of the Secretariat, the Commissions and the organized components of the membership, must be brought into complete harmony.

An organized membership has several basic implications for the operations of the Union. It facilitates the matter of effective membership representation at the global level. And it provides the basis for the development of a real, organized constituency for IUCN at the national and regional levels. Existing members, if active and content, are the best vehicle for the recruitment of further members and for the gradual expansion of IUCN's constituency.

If IUCN's work in the regions is increasingly to be determined by the membership in those same regions, it follows that IUCN's regional programmes will take on increasing autonomy, and an increasingly regional character without, it is hoped, losing their strong IUCN identity. IUCN's global programme, broadly underpinned by the programme-linked initiatives of the Commissions, will increasingly become a conceptual and policy framework which, when combined with regional and local knowledge and perspectives, will present an ideal mix of local

action based upon a global vision. The continued decentralization of IUCN's Secretariat, and a development of the Union on a regional basis, appear not only inevitable but highly desirable.

It follows that the role of Headquarters will increasingly be one of coordination, support and synthesis. It will do no good if IUCN's effort is splintered among hundreds of disparate actions lacking global coherence. It is important for IUCN, in any one region, to be speaking with the authority of a global organization, and not simply in the name of the local membership. Similarly, growing regional programmes require a great deal of support, whether institutional, technical, programmatic or merely moral. This function, in a rapidly growing organization, is too often forgotten, but it is essential. Finally, there is no point in accumulating experience unless that experience can be turned into understanding and that understanding made available to those at the leading edge of conservation. The function of analysis, synthesis and re-evaluation should become a growing one for the Headquarters scientific and technical programmes, and for the Commissions.

Even in the field, IUCN will continue to retreat from direct implementation of projects. While IUCN's programme will always include field projects, these will be restricted increasingly to those with the clear objective to test a new approach to sustainable management of resources, or to demonstrate an approach which has shown promise.

IUCN's "front and centre" role in field projects will increasingly give way to partnerships and consortia, in which IUCN assembles the mix of organizations necessary for project success. This approach emphasizes also the need to build the institutional capacity and experience of IUCN members and partners in the implementation of sustainable development activities.

IUCN's role in project activities, in addition to the assembly of consortia and the forging of partnerships, will increasingly tend towards specialization. Rather than taking direct responsibility for project management, IUCN will

tend towards providing technical inputs, project design, monitoring and evaluation.

IUCN will strengthen its involvement in policy issues, and will try increasingly to take a lead in these, where possible bringing the consolidated voice of its constituency to bear. IUCN's role in respect of CITES and the Biodiversity Convention, and on the reform of the Global Environment Facility, are recent examples of an approach which must become a more common feature of IUCN's work.

Related to this, an increasing proportion of IUCN's work will focus on the development of policy tools to support this international agenda. Work on the development of sustainable development strategies, and environmental legislation at the international and national levels, must be considerably strengthened. Drawing on the expertise available in its scientific and technical networks, on the experience gathered from its worldwide activities, and on the diversity which exists in its constituency, the Union will increasingly focus on the provision of flexible, quick-response services to its members and partners. The existing Environmental Impact Assessment and Environmental Law Services offer a useful model to follow, and there is no reason why we cannot extend these into other areas where IUCN has a certain expertise.

Further, we will see a strengthening of IUCN-based facilities aimed at providing well-targeted support to the membership. Support in project development is already available, but could be extended to institutional development, capacity building, networking and other essential services aimed at making the IUCN community a truly effective force for sustainable development worldwide.

The above elements may appear disparate, but have a common thread. They all are essential to bringing about an IUCN which is truly based upon the pursuit of its mission, and is driven by the needs of its constituency. To see this agenda through will require skill and daring. But it will require one thing more—a careful attention to communications. If there is one thing that

everyone will agree, it is that IUCN is a complex and highly diverse organization. It requires much more than a common vision, a common concern for the future of the planet, and overlapping interests to keep such a volatile membership not only together but pulling effectively in the same direction. Without effective communications—to ensure the mission is adequately articulated and understood, and to ensure that the constituency functions as one—the effort at institutional revolution on which we are embarked will fail.

For make no mistake about it. The new Membership-driven era is, for IUCN, an absolute imperative. The changes described above, while individually perhaps representing a carefully-measured evolution, together represent a new revolution for IUCN, comparable with giving birth to the World Conservation Strategy and abandoning, once and for all, the safe haven of nature protection for the infinitely more difficult but much more rewarding world of sustainable development.

5

Planning a Strategy for the Future

Angela Cropper, Head of Governance, IUCN

"Would you tell me please, which way I ought to go from here?"

"That depends a good deal on where you want to get to", said the cat.

"I don't much care where", said Alice.

"Then it doesn't matter which way you go", said the cat.

Lewis Carroll,
Alice's Adventures in Wonderland

Introduction

Planning a strategy is not unlike planning an expedition. It requires first of all identification of a destination. Usually an expedition aims to chart some unknown territory, or scale a new mountain peak, or embark on a journey to visit some exotic place. It implies planning to do something out of the ordinary, something of significance—for oneself, perhaps for others.

Strategic Planning is essentially a process for answering basic questions about one's organization. These vary in number and complexity according to the past experience of the organization, the context in which it is operating, and the character of the goals which it has set itself.

The way in which strategic planning is undertaken is vital to the overall purpose, as policy is inseparable from process. Indeed, the actual document or product emerging at the end of the process will be less important than how it has been compiled.

In this strategic planning process for IUCN,

emphasis is therefore being placed on the process by which this road map for the IUCN of the future is charted, as a means of institution-building, to ensure that there is a sense of ownership of the Strategic Plan for the Future by those on whom its realization will depend, and in order to institute a consciousness of the need for continuous strategic planning within the organization.

Other papers have reminded us of the dynamics of growth and development of IUCN to date; of its accumulated strengths and weaknesses; of the state of the art in which IUCN is a player; of the needs of the future and the challenges of the moment; of the expectations of and possibilities for IUCN in the future. All these are relevant to the analysis and the resolution of the questions to be asked and answered. In this paper, I highlight some of those questions and conundrums which IUCN needs to address in the process of formulating a Strategic Plan for the Future, to which this Symposium is intended to be a major contribution.

Why does IUCN need a Strategic Plan?

Mark Halle's paper traces the various changes which can be identified in the life of IUCN as it adjusted to changing circumstances and challenges. It is important to distinguish, however, between changes which just happen in the life of an organization and changes which result from deliberate planning. Most organizations experience change but they do not necessarily change in a purposeful and strategic

manner. For the most part changes occur in an unconscious, intuitive or opportunistic way.

Perhaps the main reason for planning strategically now is that the field in which IUCN is a player has become very complex, dynamic and crowded.

The World Conservation Strategy, the World Commission on Environment and Development, *Caring for the Earth* and the UNCED process reflect, and have led to, major developments in conservation thinking. They are definitive stages in the history of conservation theology. The integration of Environment and Development in a conceptual sense has revealed the complexity of the issues and the enormity of the challenges ahead. It has established that the goal of conservation of nature and natural resources cannot be considered except as a complex web of natural, social and economic systems.

The identification of the nature and scope of the problems, and the increasing global manifestation of their impacts, have led to many initiatives at global intergovernmental level, as the recognition of mutual vulnerability and therefore common (if differentiated) responsibility has grown. The visibility of the impacts of environment and development problems at the local level has generated much public concern and anxiety. These developments have attracted the attention of many and diverse interests, and a thousand flowers have bloomed: interests converging everywhere in associations of people to advocate, to influence, to defend; to organize, to mobilize, to realize; each bringing to the enterprise of 'sustainable development' its own sense of purpose, own approach and focus.

IUCN itself has made handsome contributions to these developments. Yet the concerns which IUCN has historically made its own have not been alleviated: rather, they have increased in scope, in significance and in urgency. Furthermore, by its own hand IUCN has placed human needs at the top of the conservation agenda.

All of these combine to create a critical juncture

for human society, and especially for organizations and individuals dedicated to a cause previously known as 'conservation'. In the contemporary situation, there is urgent need for clarification of mission and definition of goals, of objectives, of approaches, and of activities.

What are the implications of all this for IUCN? Has its vision changed? Should its mission therefore be different? Does it have a comparative advantage within this complexity? Has it been targeting the correct objectives and in the most effective way? Does it have the required resources for effectiveness and has it been making best use of what it does have? With whom should it combine efforts and resources in relation to what target? How can it continue to exercise leadership towards that vision?

These are the questions which the Strategic Planning process is intended to address.

What are the objectives of the Strategic Plan?

In the above context, there are five:

- a) to look anew at IUCN's mission, its goals and objectives, its 'constituency' (those whom it serves or thinks it serves), its programme focus and structure, its priorities among programme areas and within programmes, and its way of operating;
- b) to do so with an eye to the resources which might be mobilized to pursue that mission and carry out that programme;
- c) to distinguish IUCN's unique role, to identify its comparative advantage, to isolate its strengths, to understand its weaknesses, and to identify key partners and key constituents;
- d) to define the changes in structure, operations, and governance of the Union required to approach its mission, achieve its goals, and deliver its objectives most effectively; and
- e) to build a consciousness of the need for strategic management and to institutionalize the process for achieving this so that in a

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dynamic situation necessary adjustments can be made consciously and purposefully in relation to the desired ends.

The first Imperative: Know thyself!

The first need was to have a coherent and shared understanding of IUCN as an entity. The first undertaking was the compilation of baseline information and perspectives about IUCN. This was achieved by efforts of staff located at the headquarters of the Secretariat through a very participatory process. An extensive organizational audit—a set of opinions and perspectives—about the Union and its component parts (Secretariat, Commissions, Council, General Assembly, Membership), and analysis of the interrelationships among them, has been compiled. This has been a mechanism for introspection, for identification and reiteration of the values shared, of the things hoped for. Several functional audits—descriptions of the present situation—have also been completed. These assess how we go about constituency development, communicating, marketing and revenue generation. They have led to a better appreciation of what we do and don't do, if not necessarily to a better understanding of the reasons for these activities!

These audits have established a body of insights on which further deliberation about the future of the Union needs to be built. Out of this has come an identification of its strengths and weaknesses, elaborated in the paper by Jay Hair, who is playing a leading part in the process as Chair of the Council's Strategic Planning Group (pp. 113–118).

The second Imperative: Know your environment!

Planning an expedition, like a strategy, requires very clear goals and a broad understanding of the nature of the landscape which has to be traversed (even if much of it is unexplored terrain), an appreciation of its main features, the difficulties

that one might expect and the challenges the journey will present, and above all, a capacity to cope with the unexpected but still arrive at the chosen objective.

The 18th Session of the IUCN General Assembly, in mandating the Director General to elaborate a Strategic Plan for the Future for IUCN, stipulated that this be done in the context of *Caring for the Earth* and the UNCED process. The General Assembly recognized that organizations do not operate in a vacuum.

In a sense *Caring for the Earth* and UNCED define the character of the environment in which IUCN is operating or needs to operate. The one reflects primarily a philosophical, ethical and moral foundation on which IUCN needs to build; the other represents the state of the world, so to speak, in which IUCN functions. Together they provide the context—an interlocking set of economic, ecological and social relationships—in which a strategic plan for the future needs to be located.

The Symposium reported in this book was itself intended as an opportunity to analyse and characterize that context, and various papers elaborate on the opportunities and constraints around us, on the imperatives for human society and for IUCN, on hopes among us and on expectations of us. These will inform the process of mapping the way forward.

The third imperative: Know where you want to go!

It will be readily appreciated that it is impossible to plan directions unless one has a destination in mind! This is indeed the main challenge before the Union: to identify and agree on the characteristics of the world order for which we dream, of the vision that animates and motivates us, of the values we share and the ideals we espouse. What does the World Conservation Union stand for, why does it exist, what does it want to achieve? Is this the concept of "sustainable living"? What does this really mean?

In enunciating nine principles for sustainable living, *Caring for the Earth* depicts a state of civilization in which:

- all persons respect and care for the community of life,
- manifested in their personal attitudes and behaviour,
- made effective through group enterprise and organization in caring for their environments,
- and made harmonious through alliances which enable equitable sharing of the benefits of Earth's resources;

and in which

- all persons enjoy better living by having their opportunity to realize their potential, to achieve a sense of fulfilment, and to live with dignity; and
- the vitality and diversity of the Earth is no longer under threat because Earth's people are not exceeding its carrying capacity, and the use of non-renewable resources is at its minimum.

To put it another way, it is the ideal of a civilization "in which the measure of development is to be found in the level of increasing human dignity in a society, not only in terms of material condition but also in terms of decreasing social alienation, increasing cultural strength, and the extent of balance and harmony that exists in human relations with each other and with the environment" (NGO Report on the Regional Economic Conference of the Caribbean Community, February 1991, p. 23).

Is this the paradigm on which we have, or should, set our sights?

The definition of the mission of IUCN will be crucial to the clarity and coherence of a Strategic Plan for the future. Other papers in this Symposium point in the same direction by advising us of the needs, challenges and hopes felt by the citizens of our country, the planet; and of what they expect of IUCN.

The main question in clarifying the mission is this: should IUCN be working primarily to achieve conservation of nature and natural resources, or should it seek to contribute to the attainment by people everywhere of livelihoods which are sustainable on the world's endowment of natural resources and by the natural environment? The one implies business as usual and promises a sense of security in dealing with what we know best; the other imposes a set of considerations new to us and portends some amount of risk and discomfort. One could define the difference as being between conservation projects and Conservation for Sustainable Living.

We have already heard in this Symposium that there were some considerations and challenges which "hung over Rio like some great dark and brooding peak", which those who claim the prerogative of leadership must now motivate and organize themselves to ascend. The climb is expected to be long and arduous, even treacherous. All the more reason that they must not stand in awe but must devise concrete and practical means for their ascent.

The fourth imperative: Have a plan to get there!

Two of the principles advocated in our methodology are first, that a not-for-profit organization must be mission-based and constituency-driven; and second, that it must stand on integrated and not isolated functions. A clarified mission will naturally affect the orientation and focus of the work of IUCN.

Having clarified the mission, the next most important question to be answered is what should be the scope of IUCN's programme? It is of course not feasible for any single organization to respond to the full set of needs and challenges inherent in the paradigm of sustainable living. In this dynamic set of interrelationships of natural, social and economic behaviour patterns, everything attains importance and significance. But where everything is a priority nothing is a priority!

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How should IUCN's programme be made to be relevant and responsive to the dynamics within the social and economic spheres, yet remain focused to be consistent with its strengths, to achieve coherence, and to be feasible within the resources it could mobilize? In facing up to this question, there are many dilemmas to sort out in defining the balance of the IUCN programme. For example, IUCN should:

- be mission-based, but be flexible and responsive to demands of the moment!
- be more relevant to the contemporary situation by relating to the development concerns within an integrated concept of environment and development, but rely on its traditional strengths!
- apply a more holistic approach to environment and development, but have a more focused programme!
- be more responsive to the needs and directions of the membership, increase their role in orienting and defining the programme, but streamline its activities and make its programme more coherent!
- carry out one programme by integrating the work of the Commissions, Secretariat Headquarters, Regional and Country Offices, but retain flexibility and decentralize decision-making to the regions!
- be independent and autonomous in deciding what is to be done, why, where and with whom, but satisfy the donors!
- do not undertake so many short-term projects, recognize that there are no short-term fixes, but accept that the

financial resources for long-term undertakings are never available!

The challenge here will be in finding the balance between these apparently conflicting objectives—in meshing the ideals with the realities.

At the Inauguration Ceremony of the new IUCN Headquarters, we heard from the President that this institution has always been ahead of its time, but that the context of its work has changed immensely in the past forty years during which new perspectives of conservation and the environment have emerged, and that the inaugural occasion must be a spur to new endeavour.

Can we remain ahead of our time? And exactly what should those new endeavours be?

Our strategic planning methodology advises that organizations are like organisms. They do not stand still. They are born, they mature, they die. How an organization behaves at any stage is related to its position on an organizational life cycle, which goes through entrepreneurial, maintenance and creative stages. Whether it withers and dies or continues to create and maintain itself at a high level of performance depends upon the decisions it takes at each stage, and on how strategic those decisions are. In embarking on a process of strategic planning for the future, IUCN has indicated that it wants to enter a creative phase in its life cycle. The imperatives of this stage require it to redesign the established identity, to redesign the traditional activities, or develop new ones, and to retain and enhance its constituency. It is hoped that a Strategic Plan for the Future will provide the design to do so.

Report of the Discussion in Part II

***Chairs: Liberty Mhianga, IUCN Vice-President,
Jan Cerovsky, IUCN Vice-President***

Jay Hair's paper

Concern was expressed over the proposition that IUCN should expand into other fields, in particular that of pollution. Numerous organizations deal with pollution, which requires specialized knowledge. IUCN would never be able to compete with them and could be considered an amateur. In reply, Jay Hair said he did not intend that IUCN develop an in-house capacity on pollution with PhD toxicologists, but rather that IUCN develop partnerships with those organizations that do have this expertise. For example, his organization, the National Wildlife Federation, has recently worked in partnership with bodies expert in pollution issues to assess the pollution in the Great Lakes, and has issued a major study about the potential danger from consumption of fish taken from the Great Lakes.

Li Wenhua (China) called for more effort to be made to integrate the different parts of the Programme. At present, each part of the Proposed Programme for 1993–95 is very well worked out, but unrelated to each other part. Instead, IUCN should change the principles on which it develops the Programme at the beginning of the planning process and mobilize people from different disciplines to make an integrated plan.

He also stressed the need to mobilize the countries of the different regions under the umbrella of IUCN. In particular he called for more support to be given to building the network and proposed that IUCN include funds for this in its future budget. Often very small amounts of

catalytic support, either financial or conceptual, can be very effective. By strengthening the network, IUCN in effect strengthens itself.

Other points:

- IUCN is not good at drawing lessons from its individual field projects, which often create a large amount of innovative experience and knowledge that would be of benefit elsewhere;
- IUCN should follow UNESCO's lead and try to build cross-sectoral work into its Programme. Some good precedents are the IVth World Parks Congress (Caracas, Venezuela, 1992), which brought together people from a wide range of disciplines, and the development of the draft Biodiversity Convention, which involved lawyers and natural scientists. Yet the current plan for the IUCN Programme ignores the vital cross-sectoral task of promoting the implementation of the Biodiversity Convention. This should be redressed;
- now is the time for IUCN to debunk the notion of the "Third World"—a label that ranks countries and regions and cuts across the real divisions of the world. It is damaging nonsense;
- a major area missing from the IUCN theme programmes is on the conservation of Plant Genetic Resources. In some countries, as many as 100% of known threatened plants are conserved in nature reserves, but worldwide as few as 10% of

the species and alleles of crops and crop wild relatives are conserved *in situ*, despite their great importance to humanity. IUCN can use this theme as a stepping-stone from nature protection to sustainable development, taking a lead in building up NGOs, and taking on the plants that other organizations do not cover, such as medicinals and tropical fruits. (There is an IUCN programme on economic and medicinal plants in Pakistan.)

Charles de Haes's paper

Mike Cockerell, Assistant Director General, Management, expressed some disappointment over Charles de Haes' paper, wishing that the author had given more of a personal perspective, based on a long experience of IUCN. He wondered whether undue reliance was not being placed on the partial response to the letter. In reply, Mr de Haes suggested IUCN should not be disappointed, but pleased if the response from the members was not what it had expected. If the members make points that appear silly or irrelevant, it shows that IUCN's communication with its members is still lacking, despite great improvements lately. There may have been no philosophical response on the big global issues, but instead it was clear that IUCN has to do three things to make the Union more effective—regionalization, networking and communication.

In reply to a question about overlap between IUCN and WWF, Charles de Haes thought that there was almost total overlap between the missions of IUCN and WWF, but the organizations were distinguished by their different constituencies and systems of governance. Joint divisions and joint programmes had been tried in the past, but had caused tensions and competition. Today the two organizations work closely but at arms length, and this has proved mutually beneficial. Nor should overlap be seen as bad: if a business finds it has a monopoly on one product or service, the sensible policy is to set up a competing product from another division of the company! However, WWF and IUCN should not compete on projects in the field.

In reply to a question of whether IUCN should be a nature protection organization or a sustainable development organization, Mr de Haes felt that IUCN (and WWF) had put so much effort into producing the World Conservation Strategy and *Caring for the Earth* that both organizations have to go on and promote sustainable living. In general WWF develops very clear priorities, achieved by consensus, and then persuades people to support those objectives. One cannot be all things to all people. And one must be careful not to accept funding that is not for one's primary objectives.

Aban Kabraji's paper

According to Mike Cockerell, the regionalization process is now the single most important part of IUCN's work. "Getting it right is going to tax us and could even overwhelm us." He agreed with the speaker on the need to concentrate on the North as well as the South. "We need to see what our members want from us and to concentrate on networking with them." But he was concerned that no-one had said much so far on focussing and concentration. The flexible part of IUCN's budget is very small.

Per Rydén, Programme Coordinator, felt that the paper emphasized the need for IUCN to decide what it stood for. The niche chosen was likely to become very wide, and it will be difficult to decide what the Union would concentrate on within that niche. It would be particularly difficult to choose which regions and countries to focus on, since all our members have a right to expect something from us. In reply, Aban Kabraji emphasized the importance of timing. IUCN may have to decide to give priority to certain countries for the next three years, but this does not mean the same countries will be chosen in later trienniums.

Mark Halle's paper

For one Regional Councillor, the paper showed that IUCN's growth has been rather unbalanced. Today the Union has a large head but small legs. It is particularly weak in its legislative or decision-making side. Regional Councillors are

elected to represent their members but do not see them regularly. Furthermore, the General Assembly is so complicated that everything has to be set up by the executive body beforehand, so the choices available to the membership are very limited. The growing movement of National Committees should be used not as a part of the IUCN Secretariat, but as a part of its governance and policy-making side. They should remain voluntary structures, but given the opportunity to contribute to policy, by giving priorities for Regional Councillors to take to Council. They are also the best way to monitor what IUCN is doing at the country level. If this mechanism works, there will be less need for a complex process of strategic planning at Headquarters.

Participants debated as to whether conservation is only possible within the context of sustainable development. It is a western view that nature has to serve humankind and we should not underestimate the ethical element in the cultures of developing countries. The difficulty seems to arise from what we mean by sustainable development. For Mark Halle, development is not solely transforming resources for human benefit. Sustainable development implies a mosaic of initiatives and land-uses, including wilderness areas.

Dr Holdgate summarized it this way: "The safeguarding of the rich diversity of nature is a policy that we must emphatically include within the wider strategies that we are attempting to carry forward. We seek to conserve the richness of nature for two reasons: first, as stated in the Charter for Nature endorsed by the United Nations, because all species warrant respect regardless of their importance to humanity; and second, because the natural systems whose function depends on the diversity of nature are the human life-support system and the basis for human welfare.

"By talking, for example, of 'setting aside' some areas for nature as national parks, we doom ourselves to marginalization as conservationists. We should present a perspective that these kinds

of areas are the best achievable land-use under particular circumstances and are a mainstream activity within the overall strategy for sustainability. People concerned with parks, wildlife and species have a perfectly valid claim to be contributing to sustainable development."

Concluding discussion

According to Per Rydén, Programme Coordinator, before we can decide on priorities, we need to know where we are going—our Mission Statement. We can then relate that Statement to the Programme, deciding what IUCN shall do and shall not do. We can also treat the Mission statement as a compass, leading us across terrains for which we have no map. It will enable us to continually adjust the balance of our Programme, and will make financing the programme much easier. When we have had a clear vision of what we want to do in a country, we have found it easier to raise the funds needed.

John Burke, IUCN Communications Director, noted the endorsement by many speakers of the need to strengthen communications. As we take strategic planning forward and once the broad frameworks in which we operate are defined, we must devolve the responsibility for tasks like communications to those closest to the end-users.

These people will also help give us a much improved feedback of what our members want from us. This is the most vital part of strategic planning. IUCN is urged to use new techniques, such as electronic networks, to get rapid feedback from its members.

David Monro, past Director General of IUCN and Co-ordinator of the *Caring for the Earth* project, thanked the speakers and participants, and said that he found this one of the most inspiring and constructive seminars he had ever attended. Its proceedings should be widely distributed, not just to the members, and would be an essential background document for the next General Assembly.

Perhaps exhausted by a day and a half of intensive thought punctuated by discussion in both the hall and corridors, participants raised no further issues.

The Chair, Dr Cerovsky, therefore invited Dr Holdgate as Director General to sum up the Symposium. Dr Holdgate's commentary has been incorporated into the Overview (pp. 3-8) and Lessons for IUCN (pp. 9-13) printed at the beginning of this book, and is therefore omitted at this point.

Thanking the speakers, the President, Sir Shridath Ramphal, and Vice-President Jan Cerovsky, concluded the meeting. Sir Shridath's remarks in doing so are given on page 165 as the Afterword.

RESUME

2. La contribution de l'IUCN

***Présidence: Liberty Mhianga, Vice-président de l'IUCN
Jan Cerovsky, Vice-président de l'IUCN***

La contribution de l'IUCN: atouts et points faibles

Jay D. Hair, Conseiller régional de l'IUCN et Président et Directeur général de la National Wildlife Federation (Washington, Etats-Unis)

Les forces de l'IUCN sont :

- a) la composition unique de ses membres—gouvernements, organismes de droit public et ONG;
- b) son réseau mondial de volontaires;
- c) les professionnels qui composent son personnel;
- d) sa position financière relativement forte.

Sa principale faiblesse: elle n'est menée ni par sa mission ni par les besoins de ses membres.

Autres faiblesses:

- a) une structure administrative très compliquée;
- b) un processus de planification stratégique lourd et inefficace, assujetti à l'Assemblée générale;
- c) l'absence de dispositions prévoyant une évaluation régulière de ses programmes;
- d) son système de direction;
- e) sa dépendance financière à l'égard des gouvernements.

L'IUCN a néanmoins des possibilités considérables. Premièrement, par son processus de planification stratégique, elle peut améliorer son développement structurel en s'appuyant sur ses trois forces:

Excellence, Innovation et Anticipation. Elle devrait premièrement créer les moyens de développer la capacité structurelle de ses membres. Elle devrait deuxièmement améliorer sa position financière a) en recourant à de nouvelles sources de financement comme le Fonds mondial pour l'environnement; b) en sollicitant avec davantage d'agressivité des fonds auprès des gouvernements; c) en collaborant avec le secteur privé et d) en renforçant ses liens de collaboration avec les ONG. Et elle devrait troisièmement améliorer son Programme en appliquant les préceptes de Sauver la Planète et d'Action 21, en puisant dans la créativité et l'énergie d'un large éventail d'ONG, en se faisant davantage l'avocat des politiques de conservation, en s'impliquant encore plus dans l'économie environnementale, en collaborant avec le secteur privé et, enfin, en instaurant un "partenariat" avec les jeunes.

J'estime qu'un nouvel ordre mondial est né à Rio, impliquant à la fois les gouvernements et les ONG. L'IUCN—Union mondiale pour la nature—est particulièrement bien placée pour poursuivre ce processus.

2

Ce que le monde attend de l'IUCN?

**Charles de Haes, Directeur général,
WWF – Fonds Mondial pour la Nature**

Pour répondre à cette question, j'ai écrit à l'ensemble des membres de l'IUCN et à plusieurs organisations partenaires pour leur demander leur avis. Sur 700 lettres envoyées, j'ai reçu plus de 70 réponses.

Nombreux sont ceux qui pensent que le rôle unique de l'IUCN est de rassembler les groupes non gouvernementaux de conservation de la nature. L'engagement de l'IUCN en faveur du développement durable par opposition au concept plus étroit de la conservation de la nature est une question qui n'a guère fait l'unanimité; certaines réponses exprimaient la crainte que l'IUCN ne s'oriente trop vers le développement et devienne un organisme de développement. De nombreuses lettres demandaient une plus grande régionalisation de l'Union, des conférences régionales et une participation à part entière des membres aux projets et programmes de l'IUCN. D'autres enfin insistaient sur l'importance fondamentale de l'éducation à l'environnement.

La garantie de l'anonymat a encouragé certains à émettre des critiques sur l'IUCN—ses programmes et ses projets de terrain, son mode de fonctionnement et son personnel. L'IUCN a néanmoins reçu des compliments sur son travail et son efficacité et, dans une lettre, est même perçue comme la "conscience écologique de la communauté mondiale."

Le monde attend, de toute évidence, beaucoup de l'IUCN. Les attentes varient énormément d'une réponse à l'autre, mais toutefois avec un certain nombre de dénominateurs communs:

- a) l'IUCN doit assumer un rôle de "leadership" en s'appuyant sur Sauver la Planète;
- b) pour être une véritable "union ou fraternité mondiale", l'IUCN doit s'appuyer sur son réseau unique de membres. Il lui incombe de jeter des ponts entre les gouvernements et les ONG, et il vaudrait mieux qu'elle agisse comme un "catalyseur, un organisateur et un organisme qui détermine la politique à suivre" que de développer ses projets sur le terrain. Mais surtout, elle doit aider ses membres à renforcer leur propre capacité;
- c) l'IUCN devrait se régionaliser et impliquer davantage ses membres dans la prise de décision. Elle devrait en outre renforcer ses liens de collaboration et de communication avec les membres;
- d) l'IUCN devrait puiser dans son réseau unique et impressionnant d'experts de la conservation, renforcer son expertise scientifique et sa capacité à collecter des informations, afin de dégager des options équilibrées et durables pour l'avenir de la planète.

3

Que peut offrir l'UICN

Aban Marker Kabraji, Pakistan Représentant national, UICN (Karachi)

L'UICN forme un groupement diversifié de gouvernements, d'ONG et de réseaux de volontaires. Sa force réside surtout dans sa capacité d'oeuvrer sur un pied d'égalité avec chacun de ces groupes et d'agir dans les interstices qui les séparent.

La préparation de la Stratégie nationale du Pakistan illustre parfaitement ce fonctionnement. Lancée en 1986 à la demande du gouvernement, cette Stratégie a été adoptée par le Cabinet en 1992 en tant que plan environnemental. Fruit d'une concertation entre tous les secteurs, elle a été intégrée dans la planification centrale du développement. Elle a impliqué non seulement le gouvernement mais aussi les ONG et les différents secteurs de la société, créant une communauté d'objectifs et un éventail de collaboration uniques. C'est ainsi qu'elle a entamé la transition vers une société durable et qu'elle a défini le rôle futur de l'UICN au Pakistan.

Grâce à ses réseaux mondiaux, l'UICN peut offrir des conseils sur les politiques à suivre. Elle peut offrir le savoir-faire nécessaire au renforcement institutionnel et aider à trouver des sources de financement à cet effet.

Elle peut offrir une enceinte neutre, permettant à des groupes antagonistes de se réunir et de résoudre leurs différends. Elle peut renforcer l'aspect "participatif" de la planification démocratique. Elle peut aider à changer les comportement et à développer la formation. Elle peut forger des liens avec le secteur privé. Elle peut apporter des connaissances de pointe aux nations et, réciproquement, transmettre les leçons apprises sur le terrain à la communauté internationale. Mais elle peut surtout offrir l'expertise qui lui est propre.

La décentralisation est essentielle pour l'UICN. A ce jour, elle s'est faite surtout au Sud, mais l'Union doit aussi satisfaire les besoins de ses membres du Nord. Beaucoup de problèmes du Sud résultent des politiques du Nord, notamment la dette et le niveau de vie. Il conviendrait de mobiliser toute une série de bureaux UICN au Nord et d'établir des liens entre les bureaux du Nord et du Sud pour faciliter la coopération entre les pays concernés.

Bref, l'UICN doit dépasser son mode de fonctionnement traditionnel et affronter les difficiles enjeux de l'environnement et du développement.

4

Edifier l'Union mondiale

Mark Halle, Directeur, Division de développement, Secrétariat de l'IUCN

L'histoire de l'IUCN peut être vue en trois phases. Premièrement, l'ère des Commissions: le travail de l'IUCN consistait surtout à réunir des professionnels de la conservation de la nature pour préparer des "produits" spécifiques. Deuxièmement, l'ère du Secrétariat: les membres demandaient à l'Union aussi bien des services que des "produits". Et troisièmement, l'ère des Membres, que nous venons juste d'entamer.

Au début, les spécialistes de la conservation considéraient que leur rôle était de s'opposer au développement. Toutefois, à la fin des années 70, ils ne pouvaient plus espérer le succès sans le développement. De cette perception des choses devait naître, en 1980, la Stratégie mondiale de la conservation (SMC), qui redéfinissait la conservation et marquait un tournant dans l'histoire de l'IUCN.

La publication de la SMC entraîna un afflux de demandes de services pour l'IUCN et, à la fin des années 80, le Secrétariat connut une expansion rapide, notamment sur le terrain, expansion qui se traduisit, à son tour, par le développement des bureaux nationaux et régionaux de l'Union.

Trois facteurs principaux ont conduit l'IUCN à la situation actuelle: son expérience directe et difficile de la conservation sur le terrain, son engagement public

envers le développement durable et la maturation du mouvement environnemental. La CNUED a fait ressortir la valeur des changements intervenus ces dernières années au sein de l'IUCN, un besoin de nouvelles alliances et un vide flagrant au niveau du "leadership". Pour pouvoir assumer ce rôle, l'IUCN doit impérativement passer par l'ère des Membres.

L'IUCN doit absolument clarifier sa mission et comprendre ses membres, deux tâches d'ailleurs inscrites dans la planification stratégique en cours. Cela devrait, à mon sens, faciliter la révision des organes directeurs de l'Union—Assemblée générale et Conseil, activer les membres au plan régional et les encourager à collaborer davantage avec les autres éléments de l'IUCN. Cela devrait aussi favoriser l'autonomie des éléments régionaux de l'IUCN, le rôle du Siège devenant alors la coordination, l'appui et l'analyse. Sur le terrain, l'exécution directe de projets continuera à céder le pas à l'assemblage de groupes d'organisations qui assumeront des tâches spécifiques. L'IUCN jouera un rôle accru dans les questions de politique en offrant des services spécialisés et rapides à ses membres, par exemple des études d'impact sur l'environnement, et en les aidant à renforcer leur propre capacité.

5

Planifier une stratégie pour l'avenir

Angela Cropper, Chef du cabinet du Directeur général, UICN

La planification stratégique permet à une organisation de répondre aux questions de base et de définir son objectif ou sa destination. La manière de procéder est aussi importante que le produit final.

L'UICN a besoin d'un plan stratégique car son champ d'action est de plus en plus "peuplé" et les problèmes à résoudre de plus en plus complexes et inséparables des préoccupations socio-économiques. Qui plus est, malgré tous les efforts déployés, les problèmes ne s'atténuent pas mais sont en augmentation.

L'objectif du Plan stratégique est d'étudier et de redéfinir la mission, les buts et objectifs, les partenaires, l'axe et la structure du programme, les priorités des thèmes couverts par le programme et le mode de fonctionnement de l'UICN. Tout en reconnaissant le rôle unique de l'Union, le Plan doit tenir compte des ressources dont l'UICN est susceptible de disposer. Il doit ensuite définir les changements qui s'imposent. Ainsi sa préparation doit servir à rallier un soutien aussi large que possible pour sa mise en oeuvre.

Première étape de l'élaboration du plan: avoir une

connaissance partagée et cohérente de l'organisation, chose possible en procédant à des contrôles de gestion à grande échelle impliquant tous les éléments de l'Union.

Deuxième étape: comprendre l'environnement dans lequel opère l'UICN. Sauver la Planète, les documents produits par la CNUED et le présent symposium sont autant d'éléments favorisant cette compréhension.

Troisième étape: décider de la direction que veut prendre l'UICN, décision totalement tributaire de sa mission. Une possibilité serait de parvenir à "l'état de civilisation" décrit dans Sauver la Planète. L'UICN a un choix crucial à faire: savoir si son but premier est la conservation de la nature et de ses ressources ou plutôt la promotion d'une perspective plus large de vie durable.

Quatrième étape: élaborer le plan qui permettra d'atteindre cette destination et, en particulier, d'appliquer le programme de l'UICN. Et là se pose un défi: faire coïncider l'idéal avec la réalité.

RESUMEN

2. La Contribución de la UICN

***Presidentes: Liberty Mhlanga, Vice-presidente de la UICN
Jan Cerovsky, Vice-presidente de la UICN***

La contribución de la UICN: Su fortaleza, debilidades y oportunidades

Jay D. Hair, Consejero Regional de la UICN, y Presidente y Gerente General de la National Wildlife Federation (Washington, D.C., EE.UU.)

Los aspectos positivos de la UICN son los siguientes:

- a) el carácter único de su composición, ya que en la Unión participan gobiernos, organismos gubernamentales y ONG,
- b) su red mundial de voluntarios,
- c) su plantilla muy profesional, y
- d) su situación financiera relativamente sana.

Entre sus principales deficiencias, hay que señalar que no está orientada por su misión ni por las necesidades de sus miembros, a lo cual se aúna:

- a) una estructura organizativa muy compleja,
- b) un proceso de planificación estratégica a través de la Asamblea General muy engorroso e ineficaz,
- c) la ausencia de disposiciones que establezcan plazos fijos para los programas,
- d) su sistema de gobierno, y
- e) su dependencia financiera con respecto a los gobiernos.

No obstante, la UICN tiene también grandes oportunidades. En primer lugar, gracias al proceso de planificación estratégica, puede mejorar su desarrollo organizativo, basándose en la excelencia, innovación y

anticipación. En este sentido, habrá de promover en particular su aptitud para desarrollar la capacidad organizativa de sus miembros. En segundo término, tiene la posibilidad de mejorar su situación financiera, a) recurriendo a nuevas fuentes de financiación, como el Fondo para el Medio Ambiente Mundial, b) adoptando una actitud más agresiva para recabar fondos de los gobiernos, c) colaborando con las empresas, y d) estableciendo una asociación más eficaz con las organizaciones no gubernamentales. En tercer lugar, está en condiciones de perfeccionar el Programa de la UICN, incorporando en él los preceptos de Cuidar la Tierra y el Programa 21, aprovechando la creatividad y energía de una amplia gama de ONG, abogando más decididamente por la aplicación de políticas de conservación, participando en mayor medida en la economía ambiental, trabajando con las empresas y, en último término, forjando asociaciones con los jóvenes.

Considero que en Río asistimos al inicio de un nuevo orden mundial, en el que colaborarán los gobiernos y las ONG, y que la UICN, en tanto que Unión Mundial para la Naturaleza, es la institución más idónea para llevar adelante ese orden mundial.

2

¿Qué es lo que espera el mundo de la UICN?

**Charles de Haes, Director general,
WWF – Fondo Mundial para la Naturaleza**

Para responder a esta pregunta, escribí a todos los miembros de la UICN y a muchas de sus instituciones cooperantes. Envíé 700 cartas y recibí más de 70 respuestas. Al leerlas, me pude percatar de que muchos consideran que la característica más importante es que ésta es una unión que vincula grupos conservacionistas no gubernamentales.

Comprobé, sin embargo, una divergencia de opiniones en cuanto a la participación de la UICN en las esferas de la sustentabilidad, contrariamente a la unanimidad que suscitan sus actividades más limitadas en el campo de la conservación de la naturaleza. Algunas de las personas que respondieron a mis cartas se mostraban preocupadas por el hecho de que la UICN se haya convertido en una institución demasiado orientada al desarrollo e indicaron que no deseaban que se transformase en un organismo de desarrollo. En un gran número de respuestas se pedía que la UICN se regionalizara aún más, que celebrase conferencias regionales y que permitiera una mayor participación de los Miembros en sus proyectos y programas. Asimismo, ciertas personas señalaron la necesidad de impartir educación ambiental.

El hecho de que las cartas pudieran contestarse de forma anónima alentó a algunos a expresar sus quejas acerca de los programas y proyectos en el terreno, el estilo de actuación y el personal de la UICN. Otros, sin embargo, encomiaron las actividades y eficacia de la Unión y en una respuesta se consideró que la UICN era la conciencia conservacionista de la comunidad mundial.

Aunque en la UICN se han depositado muchas esperanzas, las opiniones sobre lo que debe hacer divergen de una respuesta a otra. En esta disparidad subyacen, sin embargo, las siguientes notas comunes:

- a) la UICN debe ofrecer orientación, basándose en Cuidar la Tierra;
- b) la UICN ha de aprovechar el carácter único de sus miembros, con el fin de convertirse en una "unión o fraternidad mundial". Así, pues, tendría que tender puentes entre los gobiernos y las organizaciones no gubernamentales, ampliar su papel como catalizador, convocador y formulador de políticas, en lugar de emprender más proyectos en el terreno, y, sobre todo, ayudar a sus miembros a desarrollar sus propias capacidades;
- c) la UICN debería regionalizarse aún más y permitir que los miembros puedan participar en mayor medida en sus decisiones. Es preciso también que la UICN mejore la calidad del trabajo de sus redes y sus sistemas de comunicación con los miembros;
- d) la UICN debería utilizar su impresionante y extraordinaria red de expertos en conservación, reforzar sus conocimientos científicos especializados y acrecentar su capacidad de acopio de información, con objeto de trazar un panorama general de las opciones que podrán elegirse en el futuro para garantizar el equilibrio y la sustentabilidad en todo el mundo.

3

¿Qué es lo que puede ofrecer la UICN?

Aban Marker Kabraji, Representante Nacional de la UICN en Pakistán (Karachi)

La principal ventaja de la UICN, que es una agrupación muy diversa de gobiernos, ONG y redes de voluntarios, consiste en su aptitud para trabajar en pie de igualdad con cada uno de estos grupos y realizar actividades en sus fronteras.

Un ejemplo de esta manera de ver las cosas ha sido la preparación de la Estrategia Nacional de Conservación de Pakistán, que se inició a petición del Gobierno en 1986 y fue aprobada en 1992 por el Consejo de Ministros, el cual la designó plan ambiental del país.

Esta Estrategia, cuya preparación fue un proceso genuinamente multisectorial, ha pasado a ser elemento indisociable de la planificación central del desarrollo de Pakistán. Asimismo, en ella han participado no sólo el Gobierno sino también varias ONG y agrupaciones sindicales, que, imbuidas de un extraordinario sentido de finalidad compartida, ha creado una serie de asociaciones mixtas. Por esta razón, la Estrategia ha sentado las bases de la transición hacia una sociedad sostenible y ha contribuido a definir el papel que desempeñará en el futuro la UICN en Pakistán.

Gracias a sus redes mundiales, la UICN está en condiciones de proporcionar asesoramiento sobre políticas y puede transmitir los conocimientos necesarios para establecer instituciones y ayudar a financiarlas. Además, podría ser un foro neutral donde

se reúnan grupos de intereses contrapuestos con objeto de resolver sus diferencias. La UICN puede también reforzar la participación popular en una planificación democrática, contribuir a modificar actitudes, promover la capacitación, forjar vínculos entre las empresas de servicios y la industria, aportar conocimientos muy actualizados a los diferentes países, difundir internacionalmente la experiencia extraída del terreno y, sobre todo, transmitir los conocimientos derivados de sus esferas de especialización.

La descentralización es un factor esencial para la UICN y por esta razón ha delegado delegado autoridad a nivel regional y local, especialmente en el Sur, aunque también es necesario que lo haga en el Norte, si quiere responder a las necesidades de sus miembros de ese hemisferio. Además, muchos de los problemas que experimenta el Sur, por ejemplo, deuda externa y transformación de estilos de vida, guardan relación con lo que sucede en el Norte. La UICN deberá movilizar algunas de sus oficinas del Norte y establecer nexos entre sus oficinas del Norte y el Sur, con el fin de facilitar la cooperación entre los países interesados.

En resumen, es preciso que la UICN modifique sus esquemas tradicionales de trabajo y responda a desafíos de talla en esferas tan complejas como el medio ambiente y el desarrollo.

La construcción de una Unión mundial

Mark Halle, Director de Desarrollo, Secretaría de la UICN

La UICN fue en sus inicios una organización constituida principalmente por Comisiones cuya misión prioritaria era constituir grupos de especialistas en conservación de la naturaleza y preparar productos específicos. A esta fase siguió una etapa de afirmación de la Secretaría, a la cual los miembros solicitaban los servicios y los productos que requerían. Actualmente asistimos a los albores de una nueva era, en la que los miembros de la Unión serán el componente de mayor peso.

A fines del decenio de 1970, los conservacionistas, que en los primeros tiempos consideraron que su misión era oponerse al desarrollo, comenzaron a ver que hay muchas partes del mundo en que sus ideas no podían triunfar si no se promovía el desarrollo. Partiendo de este convencimiento, se formuló en 1980 la Estrategia Mundial para la Conservación (EMC), que redefinió el concepto de conservación y supuso un hito en la historia de la UICN.

Como la Estrategia Mundial para la Conservación hizo que aumentara la demanda de los servicios de la UICN, la Secretaría se amplió rápidamente en la década de 1980, sobre todo gracias a la expansión de las operaciones en el terreno, lo cual llevó, a su vez, a la creación de las Oficinas Regionales y Nacionales.

La experiencia de primera mano que ha conseguido la UICN al tratar de resolver los difíciles problemas que suscita el trabajo de conservación en el terreno, su compromiso público para con el desarrollo sostenible y la maduración del movimiento ambientalista explican

la fisonomía que ha adquirido la UICN. Por otra parte, los resultados obtenidos en la CNUMAD subrayan la utilidad de los cambios que la UICN ha realizado recientemente, así como la necesidad de constituir nuevas alianzas, y ponen de manifiesto un evidente vacío de liderazgo. Ahora bien, la UICN ha de instaurar una era en que sus miembros señalen la vía que debe seguirse, si quiere llenar ese vacío.

Dado que la UICN habrá de precisar su misión y comprender a las agrupaciones que la constituyen, ha comenzado a trabajar en este sentido en el marco de su proceso de planificación estratégica. Considero que esto reforzará la tendencia actual hacia una reforma del sistema de gobierno de la UICN, que afectará a la Asamblea General y al Consejo, formentará la actuación de los miembros a nivel regional y los alentará a interactuar con otras partes de la Unión. Dicha reforma permitirá ampliar la autonomía de los componentes regionales de la UICN y convertir a la Sede en un agente de coordinación, apoyo y síntesis. Por lo que hace a sus operaciones en el terreno, la UICN seguirá cancelando su participación directa en la ejecución de proyectos, para pasar a establecer grupos de organizaciones con el fin de que éstas realicen ciertas tareas. La UICN concederá aún mayor importancia a su papel de vanguardia en la definición de cuestiones de política, la rápida prestación de servicios especializados a sus miembros, efectuando, por ejemplo, estudios de impacto ambiental, y la ayuda que ofrece a éstos para que puedan constituir sus propias capacidades.

5

Planificación de una estrategia para el futuro

Angela Cropper, Jefa de la Unidad de Gobierno de la UICN

La planificación es una manera de responder a ciertas preguntas esenciales de una organización y de definir sus objetivos o dirección, y el proceso de elaboración de dicha estrategia es tan importante como sus resultados finales.

La UICN requiere un plan estratégico, debido a que compite con muchas otras organizaciones en sus esferas de actividad y a que las cuestiones que deben abordarse son muy complejas e indisociables de los problemas sociales y económicos. Hay que decir, por otra parte, que, pese a los ingentes esfuerzos realizados, las dificultades se han agudizado en lugar de atenuarse.

Con el plan estratégico se pretende analizar y redefinir la misión, las metas y los objetivos de la UICN, así como su composición, los temas básicos y la estructura de su Programa, los sectores prioritarios del mismo y la forma en que la Unión realiza sus actividades. En ese plan habrá que destacar la función que incumbe a la UICN como organización única en su tipo, pero ser conscientes al mismo tiempo de los recursos que puede aprovechar, y definir, en consecuencia, los cambios necesarios. Asimismo, el proceso de preparación de ese plan debe utilizarse para alentar la creación de agrupaciones que lo apliquen.

El primer paso que debe darse para formular el plan estratégico consiste en promover un conocimiento colectivo y coherente de la Unión, efectuando análisis de gran alcance, en los que participen todos los sectores de la UICN.

La segunda medida que hay que adoptar es fomentar la comprensión del entorno en el que trabaja la UICN, y Cuidar la Tierra, los resultados de la CNUMAD y el presente simposio son factores que contribuirán a dicha comprensión.

En tercer lugar, habrá que decidir la orientación que debe imprimirse a la UICN, decisión ésta que está implícita en su misión. Una forma de actuar en este sentido sería contribuir al advenimiento del grado de civilización descrito en Cuidar la Tierra. Resulta esencial que la UICN decida si su objetivo básico es conservar la naturaleza y los recursos naturales o promover el punto de vista más amplio constituido por una vida sostenible.

Por último, es necesario idear el plan que nos permita conseguir nuestros objetivos, sobre todo teniendo en cuenta el Programa de la UICN. En este sentido, tendremos que establecer un equilibrio entre la realidad y nuestros ideales.

Afterword

Thank you very much. You all deserve our very deep gratitude—for being here, and for sharing your reflections, your criticisms and your candid ideas with us. You have given us what we wanted—a rigorous discussion, so that out of it IUCN can be stronger. It is because you care about IUCN that you are here. And because we all care about IUCN, we have to get it right.

I believe that IUCN is at a moment of great opportunity. More than at any time in the past, if IUCN had not existed, we would be saying that we need an organization like this.

Speaking personally and not on behalf of the Union, I want to share with you my disappointments about Rio. Overall, it was a notable achievement; but self-congratulation should not prevent us from being frank and recognizing that we came close to disaster. And some of the attitudes manifested at Rio that brought us to that position should give us concern for the future: the Americans, for example, refusing to talk about overconsumption, oil producers refusing to talk about renewable resources or the Vatican about population. In these circumstances, how can we mobilize political will for sustainable development? The only way is through an effort that is rooted at the level of communities and of people who care.

What is now going to happen after Rio? The arrangements for follow-up were obviously weak and I fear a vacuum could emerge. Still speaking personally, I cannot say I have complete faith in the Commission for Sustainable Development that is being set up. UN Commissions tend to turn themselves into intergovernmental forums, like the Preparatory Committee for UNCED. In this case, the difficulties will be magnified because the Commission will have to report to ECOSOC. A further problem is that, unless I am much mistaken and I hope I am, the present discussions in the UN General Assembly will not produce satisfactory arrangements by way of secretariat facilities for the Commission. Nor will the UN readily admit to needing assistance from other organizations, as Martin Holdgate has suggested it should. In short, the follow-up to Rio will require to be supplemented.

So I believe that bodies like IUCN have to take the ball and run with it. One of the good things Rio did was to help mobilize a global constituency at the level of people. This will help support a positive, thrustful effort from organizations like IUCN. We should not be apologetic about coming forward. Nor should we be deterred if the invitations are not there and the places on the podium are not there in world assemblies. IUCN brings together a unique blend of the intellectual integrity of professionals and the practicality of practitioners at the grass roots. That blend is invaluable to the world at this moment.

The mission of IUCN is a very clear one and will be further articulated and strengthened following this symposium. In *Caring for the Earth*, IUCN has an excellent manifesto for the way forward. Indeed, I believe that *Caring for the Earth* will have at least as long a shelf life as any of the many other environmental books published over the last two years. So we are well poised and well positioned and the need for our work is great.

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