



the world
conservation
union



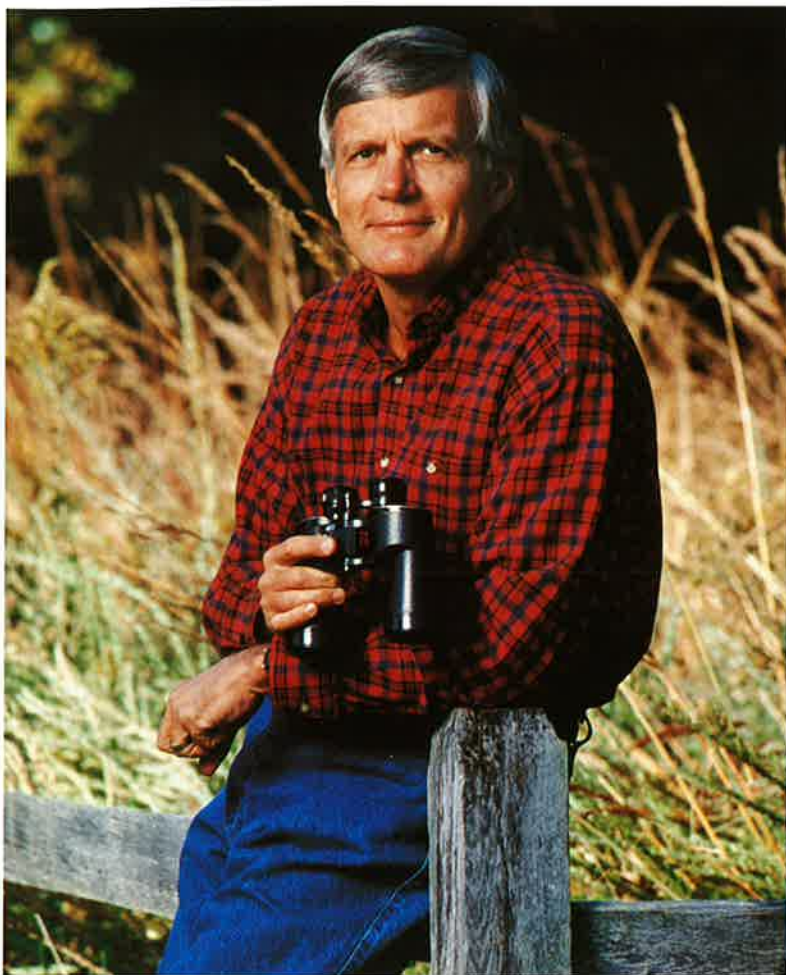
annual
report
1995

IUCN
1996
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President's message



IUCN is a remarkable organization. The challenge is how to harness its unique membership strengths and build global alliances for achievement of nature conservation and environmentally sustainable development. To that end, 1995 was a very important year for IUCN – perhaps the most important since our founding in 1948.

Lao Tsu, the ancient Chinese philosopher was reported to have said, "To lead is to serve". During the past year, we have been hard at work serving our members by following the guidance they gave us at the Buenos Aires General Assembly in 1994. In the last twelve months, substantial progress has been made in the process of decentralization and regionalization of the Union's structure and functions. This has not been easy, nor is the process completed. Indeed, the mandate to transform IUCN into a "mission-based and constituency-driven" organization should be thought of as a journey and not a destination. To remain competitive in a rapidly changing world, IUCN must remain committed to the process of continued organizational development.

As we move forward into 1996, we must pay particular attention to the implementation of effective constituency development and communication programmes. IUCN cannot be everything to everyone. We must be clear about our mission, our programme priorities and how these are communicated to our internal and external constituents. We must focus on our core competencies and remain committed to excellence in all that we do. We must add value to our relationships with donors and others who support us. No doubt, the years ahead hold many daunting challenges, but the opportunities before us are awesome. Let us embrace the future with confidence.

In closing, let me note what a special honour it is to serve as President of IUCN. I extend my sincere appreciation to the members of the IUCN Council, the Director General, David McDowell, and the entire global secretariat for their support and continued dedicated efforts. It is truly inspiring to see the volunteer leadership of IUCN and the professional staff engage the wide range of governance and programme issues before the Union in such a constructive and forthright manner. They are dedicated to serving our members and to the achievement of IUCN's mission "to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable". It is a privilege to be a part of this incredible team.

Jay D. Hair, Ph.D.
President

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Introduction

This report aims to do two things:

- ◆ to give members and potential members a snapshot of what was done by the Union to conserve biological diversity and move towards sustainable living in 1995, and
- ◆ to quicken the interest of existing and potential partners in supporting the Union's policies, networks and field programmes in the years ahead.

After two years as Chief Executive I can testify that this is a most effective outfit. It has a curious make-up, being a mix of government and non-government members from all the world's conservation hotspots – with over eight thousand volunteer specialists thrown in. Its strength comes from this make-up. It seldom has sufficient resources to do all the jobs cast its way. But it has spirit, stomach and know-how.

I count it, after close-up scrutiny, a highly effective global environment body by any standards. Few others can match its capacity to get practical things done, from helping shape global and national environment deals to devising new tools in the field to save nature and thus help save humanity. It links people and conservation and development.

And it is extremely cost-effective:

- ◆ *its volunteer expert networks, the biggest in the world by far, work for the great conservation and development causes virtually without recompense*
- ◆ *its committed and able staff invest their lives in the same causes*
- ◆ *its members pull their weight in terms of inputs of expertise and effort*
- ◆ *so its administrative overheads are low in a lean overall structure. It's value for money.*



This is why, after thirty years in conventional diplomacy, I am a convert to the unconventional conflict resolution role of IUCN – the World Conservation Union. The government/NGO/community partnerships are the way of the future. This Union of North and South, scientist and ecosystems manager, analyst and practitioner, creative visionary and ingenious villager, professional and volunteer, works.

Support it – and let's make it even more obviously the leading global conservation body.

Let us finally give credit to those governments which have been so generous in their funding support, especially Sweden, the Netherlands, Denmark, Norway, Finland and Switzerland. They have shown their confidence in the Union in the most practical of all ways.

David McDowell
Director General

A unique and practical union

What is IUCN?

IUCN is a unique global union. It is one of a handful of international organizations where governments and non-governmental bodies work together as partners. Its 850-plus members are States, government agencies and non-governmental organizations (NGOs). That gives us flexibility and access.

Individuals participate too, as members of the Union's six expert Commissions and other voluntary networks. They fashion practical tools and techniques for the conservation of biological diversity, for example to help species survive and to enable developing countries to benefit from their rich genetic resources in nature. These volunteer networks have over 8000 members.

4 IUCN has a dedicated field and networking staff of 550, spread around the world and coordinated from an international Headquarters in Gland, Switzerland.

IUCN/ORMA



What does IUCN do?

Our work is the conservation of nature and natural resources in the context of sustainable development – and with people in mind.

We are strong in the traditional areas of nature protection, such as:

- ◆ *Saving endangered plant and animal species*
- ◆ *Creating national parks and other protected areas*
- ◆ *Assessing the conservation status of species and ecosystems and helping restore them*

So we are leaders in the movement to conserve biological diversity, the concept that unites our work. Sound science, socially delivered, is our baseline.

But we go beyond the traditional. We see **sustainable use** of natural resources as a good way – in many cases the only way – of conserving nature in many parts of the world, enabling those who use nature for their basic human needs to become its guardians. We have recently started a **Sustainable Use Initiative**, which seeks to promote dialogue and understanding on this controversial topic.

The Union covers both **terrestrial** environments and **marine** ones. We are active in helping establish marine protected areas, in promoting an integrated approach to coastal zone management and in fostering the protection of coral reefs. On land we concentrate on the management of wetlands and tropical forests, but have programmes in many other ecosystems and biomes.

Community-level conservation planning, Panama.

THE MISSION

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

IUCN

Almost since we began we have been active in **environmental law**, both national and international. We helped draft many of the existing conservation treaties, including the one on biodiversity.

Since the 1980s, we have helped over 50 governments and others develop **conservation strategies**, as an integrated approach to policy and planning. The strategic approach permeates all our projects.

In the 1990s, we have focused increasingly on **social policy**, which we see as the missing link in much practical conservation – bringing in, as it does, the human element. More and more, we work cross-sectorally, bringing social scientists together with biologists and ecosystem managers to provide the integrated approach that we believe is demanded.



How does IUCN work?

IUCN works mainly through and with others. It works chiefly through its members, its partners and its networks. This strengthens their capacity to foster conservation and sustainable development.

- ◆ *It builds understanding of the science behind the big conservation and development issues.*
- ◆ *It enables IUCN to have a considerable outreach.*
- ◆ *It allows IUCN to work in a catalytic way, with great leverage.*
- ◆ *It enables the Union's relatively small staff to be flexible, confronting new issues as they arise.*

In short, IUCN mobilizes organizations and individuals for action. It brings together governmental and non-governmental bodies in informal but effective coalitions to get things done.

Outcomes vary from:

- ◆ *planning a global system of marine protected areas, to*
- ◆ *safeguarding a mangrove system by enabling local people to use it sustainably, to*
- ◆ *developing a conservation strategy that opens up new ways of interaction between government and communities.*



Bruce Coleman Ltd/Gunter Ziesler

Our programme is driven by our mission statement and by the needs and wishes of the members. In each country or region members meet regularly to develop and advance the programme. And increasingly members get together and help manage the programme for their region, as in South America and North Africa, with the Secretariat in a supporting role.

In Central America, for example, each country has a National Committee, which meets regularly. Delegates from these committees come together as a Regional Committee, which plans and supervises the Union's work in the region, to ensure it is relevant and based on members' needs.

We do not try to impose a solution from outside. Nor do we impose the way in which the problem is tackled. Instead, we work with those concerned, helping them to understand the issues and develop the solutions that they need. We then help them make that solution happen.

We have learned that the integrated approach is usually the only way to succeed. This means drawing in all the stakeholders involved in an issue, whatever their positions. To do this, we provide an inter-disciplinary approach. We bring in sound science and good technical knowledge. But we also bring in political and cultural understanding – as well as social skills in working with and through communities.

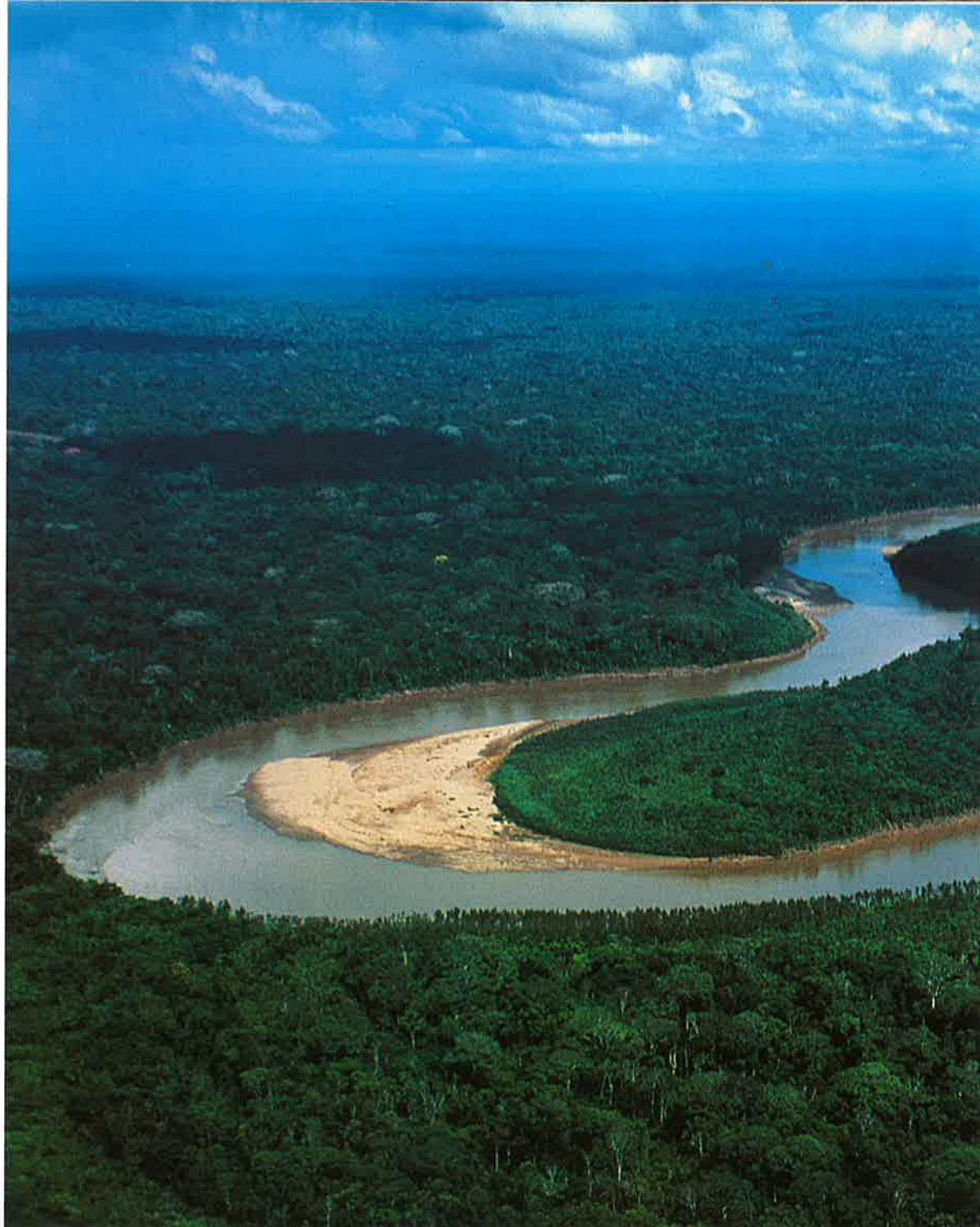
What do we seek in an IUCN activity?

It should

- ◆ *address a vital conservation issue*
- ◆ *tackle the main bottle-neck to action*
- ◆ *be catalytic, generating much greater action than IUCN alone could take*
- ◆ *help at the regional or global level, even if local in scope*
- ◆ *be based on sound science*
- ◆ *include a transfer of expertise*

To achieve all this, a typical IUCN activity

- ◆ *is carried out jointly with a member or partner – this strengthens local institutions and attracts funds for them*
- ◆ *includes a strong emphasis on training*
- ◆ *encourages dialogue, especially through debate, networking and where necessary conflict resolution*
- ◆ *informs the public about the environment*



What are IUCN's strengths?

- ◆ *our programme is driven by our members, united in a common mission*
- ◆ *we operate at all levels in society, from small community cooperatives to senior government ministers*
- ◆ *We are decentralized – most work is carried out through field offices close to our membership and the people on the environmental front-line, but with a strong headquarters to ensure coherence and effective synthesis*
- ◆ *we form global partnerships – our work with UNDP, UNEP, The World Bank and the Global Environment Facility influences decisions and policies made at the global level*
- ◆ *we are good at working across boundaries – whether of sectors, ecosystems or national frontiers – and we bring countries together to address regional conservation matters, such as establishing transfrontier national parks or assessing a multi-country ecological problem*
- ◆ *we are enthusiastic networkers – most IUCN activities involve a network of some kind, from developing a world covenant on environment and development to saving declining populations of frogs*
- ◆ *our Commissions provide a massive volunteer contribution to conservation and ensure our work is based on sound science, as well as acting as a unique forum for exchanging information and ideas*
- ◆ *our work is based on ethics – our contribution to the Rio debate, "Caring for the Earth", emphasized the ethical basis for conservation*
- ◆ *we believe in delegation and a non-intrusive management style with the focus on results*

In summary, IUCN is a unique, practically-minded association of skilled people, united by the common cause of conserving natural diversity and seeking ways to live sustainably.

District-level planning in Karnataka, India.





Report to members: 1995 – a year of expansion

Members

- ◆ In 1995, the Union's membership increased by 68 to 865. We now have members in 133 countries.
- ◆ Guinea-Bissau, Japan, Libya, Malawi, Senegal and Swaziland joined as full state members.
- ◆ 52 new NGO members joined from countries such as Argentina, Australia, Bangladesh, Brazil, Egypt, Kazakhstan, Kenya and the United States of America.
- ◆ Members helped guide the programme, mainly through national and regional committees:
 - ◆ Many countries held meetings of their IUCN National Committees. In France, the National Committee was revitalized, and a "France Day" was held in Gland.
 - ◆ European members held their first ever all-region meeting at Bristol, UK, 20–22 July, asking IUCN to take a pan-European approach in their region.
- ◆ Another first – members from China, Japan, South Korea and Mongolia (with Taiwan and Hong Kong as observers) came together and started to develop an IUCN Programme for North East Asia.
- ◆ Members from West Asia, Central Asia, and North Africa met in Riyadh, Saudi Arabia, on 1–4 October. With help from three IUCN Commissions, they set up new networks and programmes for their regions.
- ◆ Members from India to the Philippines met in Vientiane, Lao PDR, 1–2 November, and prepared the framework for the future programme for South and South East Asia.
- ◆ Members also held regional meetings for Eastern Africa (March 1995), Central Africa (September), West Africa (October) and Southern Africa (December).

Partners

- ◆ In February, the Director General signed a new agreement with The World Bank on how IUCN and the Bank will work together.
- ◆ In March he signed a similar agreement with UNEP, revitalizing our links with the Nairobi-based body that coordinates UN policy on the environment.
- ◆ As a result of these agreements, several IUCN offices signed local agreements with their World Bank and UNEP counterparts.
- ◆ IUCN's office in Washington, through its Senior Policy Advisor, was nominated as one of the two global focal points for a newly established global GEF-NGO Network.
- ◆ We hosted the annual meeting of the Earth Council, the high-level advocacy group on environment and development that was set up by Maurice Strong after the Earth Summit at Rio. IUCN also contributes to its advisory body, the Earth Council Institute.
- ◆ We held coordinating sessions with our close partner, the World Wide Fund For Nature (WWF), set up a joint forest policy programme, and collaborated on marine issues, a green accounting initiative and other topics.

Networks

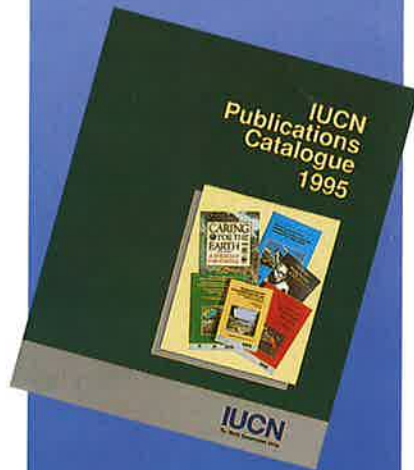
- ◆ The Commission on National Parks and Protected Areas (CNPPA) held regional meetings in Riyadh, Saudi Arabia – starting development of a regional action plan – and in Banff, Canada.
- ◆ On 13 March, in New York, the Draft International Covenant on Environment and Development was launched. The result of many years' work by IUCN's Commission on Environmental Law, it aims to provide a model for a global treaty on environmental conservation and sustainable development.
- ◆ The Commission on Education and Communication held workshops in Latin America, Eastern Africa and Europe on how to gain popular support for environmental issues.
- ◆ A strategic plan was developed for the new Commission on Ecosystem Management, based on the idea of an integrated approach to ecosystem management.

Highlights from the regions

- ◆ In January, IUCN's office in Brazzaville, Congo, became the Union's Regional Office for Central Africa (ROCA), responsible for a growing set of activities in nine African countries.
- ◆ In February, a new Country Office was opened in Nepal, the fruit of many years' collaboration on the National Conservation Strategy.
- ◆ In March, IUCN inaugurated its new Eastern Africa Regional Office (EARO) in the Wasaa Conservation Centre near Nairobi.
- ◆ The Government of Uganda adopted a National Wetlands Policy, the second in the world (after Canada) and prepared under the IUCN wetlands programme.
- ◆ Following IUCN involvement in a successful debt swap for conservation in Zambia, IUCN supported the Swiss authorities in negotiating a SFr 17.5m debt 'forgiveness' deal for Guinea-Bissau, to pay for an agreed conservation programme (see p. 18).
- ◆ Building upon several years of close collaboration with IUCN's Regional Office, CCAD – the Central American Commission on Environment and Development, the region's ministerial forum for environment – has invited the regional IUCN members' committee to nominate a representative to its meetings. This move gives IUCN members direct access to policy at high level, and illustrates the Union's role in helping to link governments and civil society.
- ◆ A new IUCN programme took shape in Central Asia. An IUCN mission to Kazakhstan helped establish informal national committees in five Central Asian countries. A mission to Kyrgyzstan and neighbouring countries helped launch a programme to save the region's forests.
- ◆ The US Congress and the President of the United States of America awarded IUCN international status recognizing IUCN's unique role and facilitating IUCN's operations in the United States.
- ◆ With the support of the Canadian Government, IUCN – Canada helped create the World Water Council and provided its interim Secretariat in Montreal.

Highlights from Headquarters

- IUCN published over 50 new works on a wide range of topics. They included worldwide plans for establishing marine protected areas and for protecting centres of plant diversity. Regional Offices have their own publication programmes.
- The Global Biodiversity Forum – sponsored by IUCN – met before the second meeting of the Conference of the Parties to the Convention on Biological Diversity, providing an opportunity for government delegates to hear a wide range of views.



Our organization

- ◆ As the Union's principal ambassador, the President, Dr Jay Hair, undertook missions to Canada, East Africa, Russia, Czech Republic, Slovakia, Hungary, Bulgaria and elsewhere during the year.
- ◆ In April 1995, the Director General met with the Heads of State and the Government of Burkina Faso, Guinea-Bissau, Mali, Niger and Senegal.
- ◆ The Union's Council, elected by the members, met twice, in May and November. Council approved vital statements on gender and human development, covering Headquarters and the regions. It adopted a new programme planning cycle.
- ◆ With Canada, we developed plans for the first World Conservation Congress – the extended successor to the General Assembly. The Congress, to be held in Montreal, 13–23 October 1996, under the theme "Caring for the Earth", includes over 40 workshops open to all.
- ◆ With substantial input from members, a group of Council made significant progress in revising the Statutes. They are on track to present a draft for consideration at the World Conservation Congress. The draft is designed to recognize the evolution of the Union into a truly global institution.
- ◆ A Commission Summit involving the IUCN President, Director General and Commission Chairs agreed the Sonloup Accord. This is designed to better integrate the work of the Union's voluntary networks, especially its Commissions, into that of the whole Union, and commits all parties to concrete goals in pursuit of the Union's Mission.



Some successes – some opportunities

Practising sustainable living

Learning how to live sustainably is the primary challenge of our time. But it is not an easy option. It usually requires government blessing and support, for example by favourable national laws and tax regimes. It calls for technical knowledge, so resources are used in the most efficient and least harmful way. It can only be done in collaboration and partnership with others. Most important, it begins at community level.

Through its unique structure, IUCN can help. It is possibly the only international organization in the world that can work at levels from local village up to Cabinet Ministers, drawing all levels into resolving an issue. This is vital, as the Térraba-Sierpe mangrove project proved.

In the south of Costa Rica, on the warm Pacific coast, is Costa Rica's largest mangrove forest. It extends

over 17,000 hectares at the delta of the Rivers Térraba and Sierpe. Mangroves are the vital buffer zone between the land and the sea. They are also essential breeding grounds for fish and other species. They are a vital resource for local people.

Ten years ago, the end of the local banana industry brought the people living in the delta to the poverty line. They turned to harvesting the mangroves indiscriminately. They stripped the mangrove trees of their bark. The trees died, affecting not only the forest but the whole ecosystem. Something had to be done.

By 1987, some of the mangrove users had established themselves as a cooperative, called COPEMANGLE. With initial support from FINNIDA (Finnish Department of International Development Cooperation), and then with a major grant from DANIDA (Danish International Development Aid), IUCN worked with its

long-standing partner, the Centro Agronómico Tropical de Investigación y Enseñanza (CATIE), on a programme to support the cooperative. If the local communities could use part of the mangrove trees efficiently and sustainably, they would help safeguard the whole mangrove system.

First, IUCN and CATIE helped COPEMANGLE improve the process of extraction and processing of mangrove goods, and then improve the marketing of these products. The price received rose, so fewer trees had to be cut. Users started using wood from the trees that had been barked to make charcoal, which was sold to a national supermarket chain. They started making the tannin from the bark themselves, rather than selling the raw bark to middle-men. They launched an annual festival to celebrate the importance of mangroves in their lives.



IUCN

Women, with help from IUCN, started making bread and selling it to local hospitals. This gave them an independent income. The men's perception of the women changed rapidly, and their status rose in the community.

Work could now begin on a management plan for the delta. This included the vital question of which areas would be protected in the long term and which areas would have their mangroves cut. The plan was prepared during a series of community workshops. Central government agencies took part.

The project influenced government policy. As a result, Costa Rica is now preparing a nationwide strategy for the conservation and sustainable use of wetlands.

After five years' work, coordinated first by IUCN and now by CATIE, an impoverished community is now living in a sustainable way. Its resource base is safeguarded. Leadership came from within, but it was nourished from outside,

through technical, financial and marketing advice as well as simple encouragement.

IUCN is now taking the lessons of Térraba-Sierpe to other countries. Protection alone was not an option, but sustainable use combined with protection was. The secret is to enable the users to become the guardians.

Thus, in Niger, part of the dry Sahel of Africa, IUCN, in collaboration with the NGO Development Workshop, has been encouraging and assisting masons to use the age-old skills of **building woodless houses from mud**. This is saving the precious trees on which the region depends for its rural development and soil protection. It is also improving the habitat of local communities.

On the El Jocotal Lake in El Salvador, sustainable living comes from duck species that were once endangered. In the 1970s, conservationists put nesting boxes on the lake, to prevent the

extinction of the "pichiches" (tree ducks). This was so successful that from 1983 surplus eggs could be harvested for food. Today, the local villagers value the living ducks on the lake, but also see the eggs and meat as a source of valuable protein for their families. Since 1993, an IUCN project, funded by NORAD (Norwegian Agency for Development Cooperation), has converted the local fishing cooperative into an Association for Community Development, which has an Ecological Committee to regulate harvesting of the ducks. Before, the eggs were harvested only by the park guards; now the whole community benefits.

Sustainability is not a choice for humanity, it is the only long-term option. In places like Térraba-Sierpe and El Jocotal, we in IUCN have been privileged to be able to convert conservation and development rhetoric into real sustainability where it matters most – on the ground.



El Jocotal Lake, El Salvador

Opportunities to support sustainable living

Building on success, the following projects are some of those for which vigorous efforts are being made to secure funding:

The Sustainable Use Initiative (SUI).

IUCN members have a range of differing views on the sustainable use of species and ecosystems. For example, some believe humans should use elephants as a resource. Others believe elephants should be left alone. In the past IUCN approached sustainable use as mainly a biological issue, seeking technical answers. We now see it as primarily a question of choice and values, in which the skills of social scientists are as important as those of biologists. IUCN is now creating a set of regional networks that will bring people together to discuss questions of sustainable use and seek common ground. The networks will also exchange information and build capacity.

The Indigenous Peoples' and Conservation Initiative.

IUCN will create a set of regional task forces building on the work of their first Task Force on Indigenous Peoples. The new groups will foster understanding of how indigenous peoples manage and conserve biodiversity, so acknowledging the value of traditional knowledge and promoting a better understanding between indigenous peoples and others.

Socio-economics of the Nile Perch Fishery, Lake Victoria.

A project to promote the sustainable use of this vital fishery for Kenya, Uganda and Tanzania, through research and interaction with local communities and institutions on the lake shore.

Management of elephant habitat in the Gourma region of Mali and Burkina Faso.

Every year, Africa's northernmost herd of elephants moves some 1300km between Tombouctou on the edge of the Sahara south to the savannah country of the Gourma region of Mali and Burkina Faso. The project has the challenging task of finding ways to manage the ecosystems so as to reconcile the needs of the elephants with the development of sustainable livelihoods for local people based on the use of natural resources.



Washing coffee beans, Uganda

IUCN/Borrini-Feyerabend

Managing natural resources together

Most people accept that conservation will only succeed if local people are involved. But, as IUCN has found, involvement means far more than environmental education, agricultural extension and other fringe activities. It means collaborative management, where communities and conservation authorities share in making the key decisions on how an area is managed.

IUCN's project on Mt Elgon started as a conventional forest conservation project, but is now pioneering collaborative management, by ensuring natural resources are managed in a genuine partnership with local people. The aim is to move from unsustainable encroachment on a top natural site towards true sustainability – of nature, of natural resources and of culture.

On the border of Uganda and Kenya, Mt Elgon has one of the best ranges of forest types in Eastern Africa, from mid-level tropical forest to the icy heathlands above the treeline. But lower down it is surrounded by densely populated, impoverished human communities that are encroaching upon the forest in search of a better livelihood.

For long a Forest Reserve and recently gazetted as a National Park, it typifies conservation problems in much of the tropics.

In 1988, the Government of Uganda, with financial help from NORAD (Norwegian Agency for Development Cooperation), asked IUCN to help rehabilitate Mt Elgon and prepare a long-term conservation strategy. First, the team surveyed the vegetation and assessed the degree of encroachment. The next phase was two-fold: improving the protection of the forest that remained, and improving the farming practices in the surrounding area. This was the usual model for such projects at that time but, as elsewhere, it did not entirely succeed. The effective protection of the forest proved impossible, especially as the government's budget for national parks was declining. And agricultural development in the surrounding area did little to reduce the encroachment.

The missing ingredient was the link between conserving the forest and assuring the livelihood and cultural integrity of local people. Only by concentrating on this link was it possible to move from conflict to collaboration. We all learned some valuable lessons.



Raising tree seedlings for re-forestation activities, Mt Elgon Conservation and Development Project, Uganda.

In the recently completed second phase, formal agreements were made between the local people and the park authorities in two pilot parishes. Local people are becoming true stakeholders in the park. It is only with their consent and participation that the forest can be conserved. Local people now go into parts of the forest on a trial basis to collect bamboos, medicinal herbs and other products at levels that all agree will not damage the forest.

The project involves many disciplines. It has to combine traditional conservation skills with the skills of working with local communities. This is where IUCN's evolving capacity on social policy can help, enabling those with backgrounds in traditional conservation or agricultural development to learn the new and subtle skills of working at community level.

The results are now contributing to national policy-making. A recent IUCN workshop looked at opportunities for collaborative management throughout Uganda's protected areas. Collaborative management won support from senior government officials and political leaders as the right approach for parks management in Uganda.

Other IUCN forest conservation projects, such as **Kibale and Semliki** in Western Uganda (funded by DGIS, the Dutch Ministry of Development Cooperation) and in the **East Usambaras of Tanzania** (funded by the European Union), are going through a similar evolution to the Mt Elgon project. The emphasis is to ensure that the lessons learnt are widely available.

Also in Africa, in the **Gaya region of Niger**, IUCN is helping local

communities to manage and conserve the **Ron Palm (*Borassus aethiopium*)**. Like other palms, virtually every part of the Ron Palm can be used – the leaves for shades and baskets, the trunk and bark for construction, the sprouting seeds as a high-protein food. Even the roots make a juice.

With funding from the DDA (Swiss Development Cooperation), IUCN has been encouraging and helping to decentralize management of the palm trees to the village level. This has involved working with local communities and government. To make it possible, the Government of Niger amended its legislation so the traditional system of management could be reinstated. Initial results are promising with over 70 village management committees set up.

Preparing a contour bund during a training session on soil and water conservation and management, Kibale, Uganda.



IUCN/KSCDP



As with the Mt Elgon project, earlier initiatives on the Ron Palm had not succeeded because they had concentrated on technical solutions or had focused only on government policy. IUCN took an integrated view, helping mobilize all the different organizations and individuals involved. As a result, the Ron Palm project is becoming a valuable model of how sustainable use can be made to work, in this case through the twin approach of putting people's needs first and decentralizing control to the village level.

New opportunities to help support collaborative management

With the growing demand for IUCN's support in this area of work, every year sees a rise in funding needs. Current priorities are:

Collaborative management for conservation in Eastern Africa, Latin America, Europe and South Asia.

A review of existing activities and capacities on collaborative management, sharing the results among networks of professionals and institutions, and so encouraging and supporting this new approach to management, especially of protected areas.

Action for the long-term integrity of Russia's biodiversity.

Vast and immensely rich in natural resources, Russia presents the greatest conservation challenge in the Northern Hemisphere. Using IUCN's proven ability to work at the policy level, this project would help policy-makers incorporate biodiversity conservation and natural resource management into sectoral policy and eventually down to the community level.

Development of a marine protected areas system in Viet Nam.

Helping the Vietnamese government authorities in identifying high priority sites for marine protected areas and in implementing management plans on selected coral reefs. This includes capacity-building in government agencies and training.

Capacity-building on local environmental care in Interior Sindh, Pakistan.

Help to enable development-orientated NGOs to work more effectively with community organizations on managing the environment at local level. For example the project will promote biological drainage methods at village level, as less harmful than conventional large-scale drainage schemes.

Collaborative management means local people participating in planning the use of forest resources, Mt Kilum, Cameroon.

IUCN/Borini-Fejerabend



Working at all levels

As a Union, IUCN brings together States, government agencies and NGOs. This gives it a unique strength as it can work at each of these levels, making connections between them to achieve conservation. But IUCN can go even further.

On the one hand, our international status allows us to address issues at global level. On the other we can work with local communities. This makes IUCN an institution of the future. Our work in Guinea-Bissau shows how it is done.

Guinea-Bissau, a small country between Senegal and Guinea on the west coast of Africa, is one of the poorest nations on earth. Over 70% of the population live along the coast. Guinea-Bissau has West Africa's largest mosaic of coastal islands, mangroves, mudflats and coastal rainforest. But it does not yet have any comprehensive environmental legislation.

Since 1988, IUCN has been helping the Ministry of Rural Development, the Ministry of Fisheries and other

agencies to prepare and implement an integrated coastal zone management plan. This includes sustainable management of fisheries and mangrove resources, the creation of a network of national parks and a Biosphere Reserve, and strengthening environmental education.

The programme has an extraordinary range of partners: IUCN is working with three government ministries, two parastatal agencies, four local NGOs, two village committees, five other partners (from Brazil, Senegal, Switzerland and France) and two UN Programmes. It is funded by DDA (Swiss Development Cooperation).

Under the programme, the Government has established a management unit responsible for conservation and development of the coastal zone. It has also passed a legal act giving local communities on the shores of the Rio Grande de Buba exclusive access to fishing in that estuary. This provides an incentive for them to manage the fishery in a sustainable way. IUCN

helped the community reach central government and make their case for a necessary change in the law.

A problem still remains. Foreign fishing boats come into the estuary illegally at night and take vast numbers of fish. The Government was almost powerless to act, but IUCN is now helping it work with the international community to try and prevent these incursions. The link from the village to the global level is starting to be made.

The focus of the programme may be on forests, fisheries and coastal zone management, but its influence is far wider. For it is helping Guinea-Bissau develop an effective approach to conservation and sustainable development. It has strengthened the capacity of institutions from village communities of farmers and fishermen through NGOs to research institutes and government agencies. The success of IUCN's work in Guinea-Bissau has now triggered interest in similar programmes by the Governments of Senegal, Mauritania, and Guinea.

Collecting food from mudflats, Guinea-Bissau.



IUCN

Similarly, in the Tanga Region of Tanzania, IUCN supports a programme of **integrated coastal zone management (ICZM)** that involves local communities as well as local government. By holding meetings at every level, the programme has created enthusiasm from government and villagers. It has also created a spirit of collaboration in planning and managing the coastal and marine resources. Under trial sub-projects, local communities will now begin restoring reefs, mangroves and coastal forests. They will also be developing alternative sources of income, such as from fish farming. The project has given village groups training in small business management as part of the process.

In Central America, the Inter-American Development Bank (IDB) asked IUCN to contribute to the development of a **marine and coastal strategy for the region**. In the first phase, completed in 1995, IUCN identified the importance of the coast for the region and assessed the various issues associated with Coastal Zone Management in the region. Consultative processes leading to an action plan will follow.

Also in this region, IUCN signed an **agreement with the Nicaraguan Army** to promote sustainable use

of natural resources. The first step is training to give the soldiers a better appreciation of nature. Another is setting up a joint unit to fight forest fires, a major threat to biodiversity in Nicaragua. This collaboration is a breakthrough for both parties.

Following the Rio Earth Summit, policy-makers realize that governments and UN agencies cannot solve environment and development problems on their own. Organizations like IUCN, combining governments and NGOs, working globally and locally, are the way of the future.



Guinea-Bissau, West Africa, where IUCN is helping to prepare and implement an integrated coastal management plan.

IUCN/Borrini-Feyerabend

Opportunities for promoting global to local links

Sofia to Copenhagen: The critical path.

IUCN has been heavily involved in the three meetings so far of all Europe's Environment Ministers. This project would continue IUCN's successful input, enabling IUCN members to contribute to and influence this high-powered forum on environmental policy in Europe. Input is particularly timely, as countries in Central and Eastern Europe are starting to adjust their economic and environmental policies to those of the European Union.

Bolivia Summit: preparation and follow-up.

In 1995, governments of all the countries in the Americas met in Miami, to discuss mainly trade issues. A second summit will take place in Bolivia, in late 1996 or early 1997. Environmental issues were sidelined in Miami and there is a danger this will happen again in Bolivia. IUCN is to work with its members and other NGO partners to help them participate effectively in the Bolivia Summit and so help ensure environmental issues receive more prominence than in Miami.

Rio + 5 and the UN Commission on Sustainable Development.

IUCN plans to play an active role in the review of progress since Rio. This will involve a review and assessment undertaken by IUCN on progress on biodiversity conservation, as well as collaboration with key initiatives of the UN system and NGO networks.



A range of ecosystems in the Peruvian Andes.

Working ecosystem-wide

In IUCN's experience, the ecosystem is the right unit for management of natural resources. It might be a floodplain or river catchment, it might be a continental mountain range or it might be a whole island system. Often it extends over more than one country. Animal and plant species know no borders.

Managing a whole ecosystem requires an integrated approach, in which all the stakeholders are brought into a process of consultation, planning and

management. With its government and NGO links, and its skills at community level, IUCN is ideally placed to offer this approach. Its new Commission on Ecosystem Management is being designed to support this role through technical advice and information exchange.

Wetlands are perhaps the most obvious example of the need for the ecosystem-wide approach. Remove water from one part, and the rest of the wetland is immediately affected. The damage is obvious and cumulative.

IUCN works to improve wetland management in many parts of the world. One comprehensive set of wetland activities is coordinated by IUCN's Regional Office for Southern Africa (ROSA), based in Harare, Zimbabwe.

An example of ROSA's work is a project in the Save (pronounced Sar-ve) catchment, in the south-east part of Zimbabwe. Heavily eroded from too many livestock, wetlands and forests have been greatly damaged, but the point of no return has still to be reached. IUCN and its Dutch and Norwegian funding

partners, the Dutch Ministry for Development Cooperation (DGIS), the Norwegian Agency for Development Cooperation (NORAD), in collaboration with local organizations, have designed a project with the aim of basing the activities of all natural resource managers and other stakeholders on what the ecosystem can sustain.

A scoping and planning workshop concluded that lack of an integrated approach and coordination of the many organizations involved was the main barrier. As a result, IUCN is undertaking an institutional audit, which will be the first step towards effective coordination. But while doing this, IUCN is working with local committees to rehabilitate and manage a wetland in one small area. The aim is to show that success on the ground is possible, using the well-tried approach of working directly through local organizations and communities.

The work in the Save catchment is leading onto a project with a much larger scope – the basin of the whole Zambezi River, covering seven countries. While the inter-governmental process for the management of the Zambezi has focused on assessing and coordinating water extraction, the process initiated by IUCN and its members, with the institutional

support of the Southern Africa Development Community (SADC) and funding from CIDA (the Canadian International Development Agency) through IUCN's office in Canada, will seek to complement this by showing the true inter-relationships of the whole Zambezi ecosystem.

If, for example, Zambia and Zimbabwe extract too much water, they could devastate Mozambique's coastal fisheries and further damage that country's fragile economy. Above all, the project will reveal how the whole hydrology of the Zambezi depends on the functioning of the giant wetland systems in Zambia, Malawi and Namibia that straddle the river for part of its length. Rivers are not just water channels – they are the apex of massive living systems. Change to any one part inevitably affects the whole.

The River Danube and its main tributaries flow through even more countries than the Zambezi, 11 in all, from Germany through Austria and former Yugoslavia to the sea in Europe's largest wetland – the Danube Delta between Romania and Ukraine. The 11 countries created an inter-governmental Task Force to develop a Danube Environmental Programme, to cover the whole Danube Basin, and invited IUCN's European Programme to contribute.

With help from its NGO partners, IUCN was able to persuade the Task Force to adopt an integrated ecosystem approach. Thus the process moved beyond just the question of water quality to including biodiversity and the ecological functioning of the river basin as a whole. IUCN is now working to strengthen the international legal base for the ecological management of the Danube. **There could be few greater challenges than the conservation management of a river in 11 countries.**

In South America, IUCN is contributing to a major regional initiative designed to improve the conservation and management of the **native Andean forests**, initially in Bolivia and Ecuador. The project (known as **PROBONA**)



Amazon rainforest, Brazil

Bruce Coleman/Luiz Claudio Marigo

is part of a long-term partnership with Swiss Intercooperation (IC), DDA (Swiss Development Cooperation) and local institutions. Whereas the lowland, equatorial forests in South America have received much attention from conservationists, the Andean forests – close to where most of the people live – have been somewhat forgotten. IUCN is working with local organisations and its Swiss partners to fill this gap.

IUCN is also active in several regions that have received relatively little help on environmental issues compared to other parts of the world. One of these is **North Africa**,

IUCN's members in the region came together and developed a regional programme on biodiversity. This is now being implemented with funding from Switzerland. In each country, national teams are identifying centres of biological diversity, saving endangered animals, conserving medicinal plants, and boosting conservation education. Rather than seeking to direct the programme, IUCN's role is to provide technical support and advice. The goal is not just field and policy work but also building the long-term capacity for conservation.

New opportunities to support ecosystem-wide approaches

1996: the year for increasing IUCN presence in Amazonia.

In a joint venture with Intercooperation (part of the Swiss Development Cooperation), IUCN is planning to undertake consultations and prepare a project that will help design policies and tools for the sustainable use of natural resources in Amazonia. The emphasis will be on working with members and partners, so as to learn from previous experience in Amazonia and put these lessons to good use in designing conservation activities in this vast region. At the same time, the IUCN office in South America (SUR) is working with members and partners in the preparation of an IUCN regional strategy for forest conservation.

Conservation and management of large marine ecosystems (LME).

An LME is a large area of ocean defined by its ecological processes, namely bathymetry, hydrography (ocean currents), productivity and trophic relationships. IUCN, one of the founders of the LME concept, now seeks funding support for projects in some of the 49 LMEs defined so far, to demonstrate the practical benefits of this approach to marine management through regional dialogue, development of strategies and practical action.

Proposed Mediterranean programme.

A new initiative in response to a call from IUCN members in Mediterranean countries for activities in their region. Likely to be in the form of a centre that would work with members to identify their main concerns, and develop active policy outreach and technical support. Funding sought.



IUCN/Ahmed Khan

A village consultation meeting on the Sarhad Provincial Conservation Strategy, Pakistan.

Since the *World Conservation Strategy* was published in 1980, IUCN has helped numerous countries prepare National Conservation Strategies (NCS), or in their latest guise, National Strategies for Sustainability. Their preparation involves most departments of government. The whole process has proved a superb way of building environmental concerns into all sectors of public policy. They influence government in a truly fundamental way.

One of the most successful NCS is that for Pakistan. Adopted in 1992, it was prepared by IUCN and the Government of Pakistan with help from the Canadian International Development Agency (CIDA). A study published by CIDA and IUCN in 1995 assessed the lessons learnt from the process. The key conclusion is that the Strategy's success derives from being deeply rooted in the political and administrative culture of Pakistan, rather than pressed on Pakistan from outside. Indeed the Strategy is now a basis for the official five-year environmental plan for the country. It is also the basis for all of IUCN's activities in Pakistan.

As part of an ambitious programme of implementation, IUCN's Country

Office in Pakistan is encouraging the development of regional strategies. This is vital as much as 80% of the tasks identified in the National Strategy can only be implemented by provincial administrations.

The first provincial strategy to be completed is for the Sarhad or North-West Frontier Province. After three years' work, the Chief Minister of the Province approved the final document in November 1995. As with other IUCN strategies, speed is not the crucial factor. It is far more important to involve fully all the various departments and agencies, and to keep discussing the issues until agreement is reached. Inevitably this takes time.

For many years, IUCN has argued strongly that NCSs should be led from the central planning departments of government, rather than by environment ministries or wildlife agencies. This helps ensure that all government departments are drawn into the process. The result is not just a strategy for parks or wildlife, but a commitment to change policy in all sectors. Wider backing at Cabinet level also provides vital political support.

Preparing the Sarhad Strategy was a partnership between IUCN and the planning department, drawing on the strengths of both sides. This partnership opened up the planning process for the first time: over 60 public workshops took place, in each district capital and in many small villages across the Province. To make sure gender issues were covered adequately, female facilitators held separate meetings for women. Wide consultation is a hallmark of the IUCN approach. It makes sure the conclusions reached meet people's needs. It also generates public support for the process.

Ethiopia also has a groundbreaking NCS, which entered a new phase in 1995. The Government has accepted the strategy as the main umbrella for environmental

programming in the country, and is using it to build strategic planning on the environment in government institutions. As in Pakistan, the strategy derived from a "bottom up" process and is also strongly regionalized; task forces in each region are now designing and implementing their own strategies under its overall umbrella.

Some strategies are now well on the road to implementation. The Government of **Zambia** approved its NCS in 1985 which in due course led to the establishment of a new institutional and legal framework for environmental management in Zambia. Today, IUCN – Zambia is helping prepare management plans for two key national parks, with funding from NORAD (The Norwegian Agency for Development Cooperation) and

the European Union. It is also helping implement the Zambia Forest Action Plan. A World Bank funded National Environmental Action Plan (NEAP) has offered an opportunity to review and redefine policies and programmes in the context of "10 years after the NCS".

Most strategies identify capacity-building in government agencies as a key task. In **Tanzania**, IUCN has been working with the Tanzania National Parks to develop national capacity for protected area planning. A Planning Unit has been created at the National Parks Headquarters. This Unit has completed master plans for three of the most important parks in northern Tanzania. IUCN has long seen the preparation of a master plan or management plan as the most vital step for any protected area, large or small.



Village needs assessment, Zambia.

Opportunities for strategizing

Conservation Strategy for Peninsula Cosigüina (Nicaragua).

Development of a local conservation and development strategy with emphasis on how the community can participate in the sustainable use of wildlife. The Peninsula is a Wildlife Refuge on the remote Northwestern Pacific coast of Nicaragua. The strategy, which will be prepared in collaboration with government agencies, several NGOs and the National Autonomous University of Nicaragua (UNAL – León), grew out of a successful project on a sustainable management of the green iguana (for the pet trade) and the "garrobo" or black iguana (for food).



The three pillars of the Union – members, commissions and staff – after planning the South American programme together in Puenbo, Ecuador.

IUCN not only spans governments and NGOs. It also has a range of large volunteer networks of experts who make their skills and knowledge available to conservation. Many are on the well-known six IUCN Commissions.

One good example of their work concerns marine protected areas. The seas cover 70% of the earth's surface and contain a vast array of species, but much less has been done to develop marine protected areas (MPAs) at sea than on land. So IUCN teamed up with Australia's Great Barrier Reef Marine Park Authority, managers of arguably the best marine protected area in the world, and The World Bank, which provided the funding. A vast network of expertise was built up, organized into 18 Working Groups of IUCN's Commission on National Parks and Protected Areas (CNPPA), each covering part of the oceans.

Over three years, these volunteer groups identified priorities for new MPAs. They also developed recommendations to improve the management of the few that already exist. In 1995 a 4-volume book with their findings was launched in Washington – the first ever global assessment of priorities for MPAs. Within a few months the Global Environment Facility (GEF) began to use the report for determining investment priorities.

The Bank provided a grant of US\$100,000 for the work, but the value of the work done by CNPPA volunteers was worth at least US\$1.5 million at normal consultancy rates. **This multiplier effect is typical of the way IUCN Commissions work.** It also shows the generosity of Commission members with their time and expertise in the service of conservation.

Volunteer networks: the cornucopia of IUCN

After completing a global assessment of this kind, IUCN finds it is best to select some pilot areas and make them successes on the ground, as models for others to follow, rather than to continue at the global level. Otherwise the only result is a growing mountain of reports. CNPPA are now seeking funding to work on priority sites in the report and to develop proposals, ideally for GEF funding, to establish and manage them as model marine protected areas.

IUCN volunteer expertise does not always come in the form of a Commission. The "People and Landscapes" project in Europe used hundreds of specialists from many disciplines to pull together an authoritative work.

With funding from the Netherlands, IUCN teams have been testing the idea of European Ecological Networks (termed EECONET) in the Czech Republic, Hungary, Poland and Slovakia. EECONET is an approach to nature conservation planning that involves not just core

areas but also transition zones and restoration areas. These are linked by corridors and "stepping stones" in the landscape. It is an exciting new approach to planning conservation in a crowded continent.

In each country, IUCN teams have prepared maps showing core areas for conservation, natural corridors between them and proposed "Nature Development Areas" where nature could regenerate. The maps can be used to identify areas of possible conflict, for example where a core area might be threatened by a new road.

The maps will also help these countries bring their nature conservation systems in line with the policies of the European Union (EU), which they aspire to join. The maps will be a first assessment of possible sites to be included under Natura 2000, the EU's ambitious programme to protect species and habitats.

EECONET can be used as a planning tool to balance

conservation priorities with economic needs. The National Nature Plans produced under the project allow conservation to be integrated into other sectors such as agriculture and forestry at the policy level. At present change is so rapid in these countries that old controls are often discarded before new ones are put in place. Lack of controls over physical planning and land-use are major problems, permitting a "free for all" form of capitalism that governments are keen to get under control.

As one part of the project, IUCN teams studied the **conservation value of military land**. In former Communist times, the armed forces controlled vast areas, particularly along borders, where most people could not go. The silver lining to this cloud is that nature regenerated on a massive scale, although there were also appalling instances of local pollution. The IUCN study shows which of the former military areas are important for nature.



At the policy level, under inter-governmental auspices, IUCN prepared an analysis for **Central and Eastern Europe** which led to guidelines on **best practice for conservation planning in rural areas**. The resulting publication was welcomed by Environment Ministers in their Declaration from the 1995 Sofia Conference. Following lessons learned in seven study sites, the publication provides guidelines for national and local administrations in conserving the diversity of nature and landscape in the context of sustainable rural development.

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In the welter of policy work, IUCN's traditional skills in plant and animal conservation are not neglected. Published in 1995 was *Centres of Plant Diversity*, prepared jointly by IUCN and WWF. "Centres" is a detailed account of 234 sites, which, if conserved, would "catch" the maximum amount of plant diversity. It takes advantage of the fact that plants, unlike animals, do not move (or not in like ways). Their distribution and richness over the earth is very uneven, making site selection very critical. If the desired plant is not in the protected area, it is unlikely to find its way there. Now, with IUCN's help, botanists can campaign for the protection of the best plant sites.



Another effective network is that on **Sahelian floodplains**, built as part of an overall programme for wetland conservation in the wider Sahel, from northern Cameroon to the Gambia. IUCN has brought together experts from a wide range of skills – hydrologists, foresters, farmers, to name but a few – and is using them to foster expertise across the region. One concrete output is a manual on how to manage Sahelian floodplains, drawing on all the skills represented.



Telegraph Colour Library/Thomas Wiewandt

Opportunities to support vital volunteer work

As the above accounts show, volunteer networks are a very cost-effective way of achieving conservation. But they cannot run on goodwill alone. Core costs such as network promotion staff, newsletters and travel expenses have to be met. The following are some of IUCN's priority activities needing funds:

Implementation of "Parks for Life: Action for Protected Areas in Europe".

A set of 30 priority projects and promotion of national action to implement an action plan prepared with over 200 individuals and institutions and launched across Europe in late 1994. Slovenia has donated the Programme Coordinator and many IUCN members in the region are keen to contribute to individual projects, but funds for core costs are still lacking.

Commission on Ecosystem Management.

The IUCN approach to ecosystem management is ecosystem-wide and integrated. This project will enable the Union's new Commission on Ecosystem Management to play a leading role in this approach, through the implementation of its strategic plan that was recently approved by the Council. The Commission will promote the idea of an integrated approach, share skills, bring together expertise for use by IUCN programmes and members, and prepare technical manuals.

Creation of population environment networks.

Conservation is often not possible without taking account of human population dynamics. This project will develop teams of environmentalists and population specialists in Guatemala and Mali, who will work together to develop project proposals integrating population concerns into environmental conservation. The first step is national workshops to bring together professionals from both sides.

Action to save species

Long before the term biodiversity was coined, IUCN was saving species. The work has become even more urgent as the threats to species continue to grow and as the populations of many dwindle to dangerously low levels. Today this work is seen as one of the Union's core strengths in biodiversity conservation.

The Union's main tool in the struggle against extinction is the Species Survival Commission (SSC), a worldwide network of some 7000 volunteer experts organized into 100 or so Specialist Groups, each of which covers a group of threatened species. It has been active continuously since 1949. Its main approach is to prepare and implement Action Plans outlining what needs to be done for each group of species. It also prepares the *Red List of Threatened Animals*, recognized as the world's premier source of reference on this subject. Like a modern ark, the SSC covers every type of species – from

antelopes to zebras, butterflies to orchids – and from all parts of the world.

The Action Plan for the Conservation of Cetaceans – dolphins, porpoises and whales – is one of 29 such plans produced so far. But it is particularly special as it is in its second phase, the result of a full cycle of implementation from the first version six years before.

Initially, members of a Specialist Group act as the Union's eyes and ears, finding out which species are endangered, where they still occur and how they could be saved. The Group then produces the first version of its Action Plan, which outlines projects and recommendations to save the species. Members then work to promote the plan and persuade others to implement its findings. And finally, they monitor and evaluate what has been achieved, revising the Action Plan to outline the successes and failures and list what still needs to be done.





World Wide Fund For Nature/Frebat

The 1988 Cetacean plan listed 45 projects. A further 15 were added later. By the time of the second version, 2 were complete, 35 were in progress and most of the rest were under development. Not a bad record for five years, especially as most of the projects are long-term activities done on a volunteer basis. One might be to develop a captive breeding programme for a species, another to locate and establish a network of reserves for a species.

The cost of the projects, for cetaceans at least, is in millions of dollars. But it has cost IUCN relatively little in monetary terms. In some cases, donors provided money for a project. But more often, an IUCN member added the project to its own regular activities or changed an existing activity to fit.

SSC groups can also be a powerful research tool. In the 1970s and 1980s, evidence grew that amphibians were declining all over the world. The response of the

herpetological community was to create a **Declining Amphibian Populations Task Force** within SSC. Information from over 1200 volunteers in 90 countries is now pouring into the Task Force database, at the National Museum of Natural History in Washington, D.C. IUCN provides a means for these volunteers, professional and amateur, from North and South, to work together in a productive and harmonious way. The evidence so far suggests a range of possible causes – UV-B radiation in high elevation species, acid rain, pesticides and above all human modification or destruction of the habitat. The answers will be vital, and not just to frogs.

New initiatives to help save species

Most IUCN projects are catalytic, levering out much greater funds for conservation. The following urgent species projects await funding:

Implementation of the new IUCN Red List categories.

IUCN recently agreed a new version of the categories that show the degree of extinction risk faced by individual species. As some thousands of animal species and over 100,000 plant species have been assigned using the previous system, a major effort is needed to convert databases to the new one. To aid this, SSC will provide a) a computerized expert system, b) guidelines for use at national level, c) training workshops and d) other promotional activities.

Establishment of national biodiversity groups.

This project will bring together experts within countries to help their governments implement the wide-ranging Convention on Biological Diversity. By uniting expertise from IUCN Commissions, members, staff and other partners, the Union places a unique range of expertise at the disposal of governments. Pilot groups are starting in several countries of South America and in the United Arab Emirates.

National legislation and CITES.

Many of the 100 nations that have joined the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) do not yet have adequate national legislation to implement it. Under this project, IUCN will update its guidelines for national legislation on CITES and help selected countries develop the legislation they so badly need.

Support for the next (10th) meeting of the CITES Conference of the Parties.

The CITES Secretariat has repeated its invitation for IUCN to analyse all proposals to amend the appendices which control trade in endangered species, and be an objective scientific adviser to them and the Parties. IUCN will also draft resolutions for Parties to consider on high-profile issues and update its guide on how to change the appendices.



IUCN/McNeely

Some economically important grasses.

Biodiversity is the heart of IUCN's work. And the Union is at the centre of the movement for biodiversity conservation.

In the early 1990s IUCN, with its partners the World Resources Institute (WRI) and UNEP, prepared a Global Biodiversity Strategy, which set out a global agenda on biodiversity. In the late 1980s, it promoted the concept of a biodiversity treaty, leading to the negotiations that created the present Convention on Biological Diversity.

The modern emphasis on biodiversity rather than just "wildlife" or "species" reflects IUCN's own evolution and future focus. Biodiversity means not just species diversity but also the diversity within each species – genetic diversity – and the variety of ecosystems around the world. In recent years, IUCN's programme

has broadened in a similar way: in the late 1980s, a series of strong technical programmes emerged on linked ecosystems – forests, wetlands and marine/coastal habitats.

As an issue, biodiversity is not just about conservation. It is also about who should have access to the germplasm of plants and animals used by people and who should benefit when biodiversity is used. In response, IUCN is building up its expertise on the social and economic as well as the larger dimension of biodiversity. It has a growing capacity on social policy: it has a strong emphasis on environmental economics and law; and it insists on an integrated approach in field projects.

The Biodiversity Convention sets out agreed **policies** on issues relating to biodiversity – protected areas, species protection, access, economic incentives, sharing of

benefits and the like. IUCN helps countries interpret the broad-brush approach of the Convention to their particular circumstances, concentrating on government policy. A Biodiversity team at Headquarters helps staff in the Country and Regional Offices contribute to the implementation of the Convention around the world.

Every country that joins the Convention has to prepare a **National Biodiversity Strategy** or Plan, which sets out how that country will achieve the objectives of the Convention and so convert it into action. To assist countries to do this, IUCN worked with its long-standing biodiversity partner, the World Resources Institute, to prepare **guidelines on national biodiversity planning**. Many countries are now using these guidelines, which grew out of IUCN's long experience in preparing conservation strategies.

Designing and using biodiversity tools

The Union's special contribution to the inter-governmental process within the Convention is the **Global Biodiversity Forum**, which usually meets just before the Conference of Parties. The Forum brings together those not included in the negotiating process – NGOs, community groups and the private sector, for example – with governments. The intention is not so much to develop a consensus. Rather it is to ensure that all players become aware of the views of others. A notable success was a Forum meeting on how the Convention machinery could address marine and coastal biodiversity. Partly as a result, the topic was put on the agenda of the Conference of Parties.

Getting the policy right is usually the first step, but **converting it into effective legislation** is often the second. IUCN has unrivalled expertise in this field through its **Environmental Law Programme**, made up of the **Commission on Environmental Law** – a global network of top environmental lawyers – and its **Environmental Law Centre** in Bonn, Germany.



In the past the legal network mainly helped draft conservation treaties. The Ramsar Convention on Wetlands and CITES both emerged from the IUCN stable. In the 1990s, the **emphasis has shifted towards helping countries implement the conservation treaties**, in particular through their national laws.

A vital first step is that all players should **understand** what a conservation treaty says and implies. IUCN's landmark *Guide to the Convention on Biological Diversity* was published in 1994 and is now being translated into French, Chinese, Spanish and Arabic: a true best-seller.

This help is balanced by **one-to-one assistance in individual countries**. With support from BMZ (Germany's Ministry for Development Cooperation), the Environmental Law Service provides expert lawyers to help developing countries prepare the legal instruments they need, with a strong emphasis on using this as an opportunity for training. In 1995, it supported ten initiatives around the world. For example, it helped lawmakers in **Eritrea** start preparation of a framework biodiversity law for their country.

At international level, the legal team provides **technical assistance to the secretariats of several conservation treaties**. In 1995, for example, it drafted much of the Agreement on Conservation of Afro-Eurasian Waterbirds, adopted later in the year. It contributed to CITES, the Antarctic Treaty and the Alps Protocol, among others. And, with the IUCN Marine Programme, it helped define priorities and responsibilities for implementing the Law of the Sea.

To succeed in conservation, we need to make **better use of economics**. IUCN now has two economists on its headquarters staff.

Initial work on conservation economics tends to be on valuation – assigning a cash value to a wetland, species or genetic resource, for example. IUCN too has pursued this line: it has worked on the economic value of wetlands and prepared a report on this theme for the Ramsar Bureau. In 1995 an IUCN task force prepared guidelines on how to assess the economic benefits of protected areas. This study has come up with some startling statistics: Costa Rica, for example, spends US\$12 million on national parks, which generate \$330 million in foreign exchange from tourism.

IUCN

These approaches are valuable. They give policy-makers new insight into the value of the species and habitats. And they enable conservationists to move beyond asking national treasuries for grants for conservation but instead to seek payment for the services those natural systems provide, greatly strengthening the conservation case. But in most cases they are not sufficient to create the major changes needed.

It is now time to go further. **We have to work out how societies can pay for the conservation that is needed.**

To this end, IUCN is focusing its

biodiversity economics work on **incentives - the economic instruments** of different kinds that affect conservation. A workshop is planned on the economics of biodiversity loss. Incentives will also be the theme of the Global Biodiversity Forum in 1996, feeding into a discussion of this item at the next meeting of the Conference of the Parties. IUCN can claim to be a pioneer in this field: its Chief Scientist, Jeff McNeely, wrote a ground-breaking text on this subject published in 1988.

IUCN/Thorsell



Opportunities for biodiversity conservation

As a biodiversity leader, IUCN receives many requests and sees many opportunities where it can contribute. Here are some of them:

Integrated support to the Convention on Biological Diversity.

To harness IUCN's experience in different aspects of conservation and sustainable use of biodiversity to contribute to the international negotiations on issues such as agricultural biodiversity, identification and monitoring, and ecosystem management. Also to support the implementation of the Convention on the ground by development of regional and national programmes.

Support for Biodiversity fora: E Asia, SE Asia, Africa, S. Pacific and global.

Continuation of the successful Global Biodiversity Forum (see p. 30), with open meetings especially just before the official meetings of the Parties to the Convention on Biological Diversity. The aim is to help inform the debates surrounding the Convention. This project includes regional meetings of the Forum, using the same formula, following a successful model in Latin America.

Establishment of National Biodiversity Conservation Groups in South America.

A new way of bringing together national expertise on the more technical aspects of implementing the Biodiversity Convention, such as in preparing country studies on biodiversity and setting conservation priorities. In Ecuador, IUCN has been asked to lead the information-gathering needed to develop a National Biodiversity Strategy.

Legal Framework and Strategy for biodiversity conservation in Nicaragua.

The National Commission for Conservation and Development has asked IUCN for technical and legal help in developing effective biodiversity laws, at present lacking in Nicaragua. The first priority is to create local laws with full community participation and to ensure the equitable distribution of benefits. Proposals in a recent Environmental Action Plan provide a start. The IUCN Environmental Law Service is supporting the first phase of this project in 1996.

Genetic resources of the international deep sea-bed area.

A group of leading lawyers, economists and scientists will be brought together to consider how a legal and institutional regime to ensure equitable and sustainable use of the plants and animals of the deep sea-bed could be developed. The results will feed into work under the Biodiversity Convention and the Law of the Sea.

Inter-governmental Panel on Forests.

In 1995, the UN Commission on Sustainable Development (CSD), created after Rio, formed the Inter-governmental Panel on Forests, designed as a process to promote international action on forests following the Statement of Forest Principles made at Rio. IUCN seeks funds to ensure that those on the Panel appreciate the importance of involving local communities in forest management and to encourage the Panel to adopt specific recommendations in support of collaborative forestry efforts.

South Pacific: Determining access to genetic resources and ensuring that benefits are shared.

The IUCN Law Centre will prepare legal elements for a regional approach on access and benefit-sharing under the Convention on Biological Diversity, and identify what legal assistance may be needed for small island states in the South Pacific.



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Working with global partners

As a world organization, IUCN tries to influence policies and decisions made at global level. It does this, where appropriate, by forming partnerships with other international bodies. The aim is to influence and learn from them by working together.

IUCN's work on *Global Policy and Partnerships*, which is made possible in part by much-valued unrestricted funds from SIDA (Swedish International Development Agency), is

strengthening the dialogue with three world bodies that have a strong influence on global environmental policy – The World Bank, UNDP and UNEP. To set out a framework for collaboration, the Union has signed agreements with each of these bodies.

These agreements are already bearing fruit. For example, The World Bank invited IUCN to draw on its Commissions and networks to coordinate and produce two chapters for its *Handbook on Management of*

Ecosystems and Natural Habitats. This is the Bank's own handbook, for use by its 10,000 plus staff. The book will be of crucial importance to the protection of natural areas in the implementation of development projects funded by the Bank. The CNPPA report on a Global Representative System of Marine Protected Areas is another success story of IUCN – World Bank collaboration (see p. 24). Other examples include EIA capacity building in Africa and NEAPs in Angola and Mozambique.

IUCN

UNEP has agreed to work together with IUCN on information management and environmental law. UNEP has agreed to support and use IUCN's well-known **Environmental Law Information System**, based in Bonn, Germany, rather than develop a similar system of its own.

The World Bank, UNDP and UNEP together serve as implementing agencies for the **Global Environment Facility (GEF)**, which is the only major new source of funds for biodiversity since Rio. In addition to providing scientific guidance and objective commentary on the GEF's investment priorities, IUCN was asked to be one of two global contact points to help NGOs participate in the GEF. With the other contact point, the Climate Action Network, IUCN prepared an NGO's Guide to the GEF, participated in numerous consultations, and prepared policy documents, providing a bridge for dispersed environmental groups around the world to obtain access to vital funds from the GEF.

This revitalized dialogue not only affects global policy but also creates action on the ground, at local level. IUCN has signed country agreements with UNDP in Senegal, Burkina Faso, Viet Nam and Nepal, and several more are being prepared. Under one of these, in Senegal, IUCN and UNDP are jointly working on a project to consider how the natural resources of a large area now freed of river blindness can be conserved, now that colonization is possible. And in Angola and Zambia, IUCN is helping to coordinate support to national environment strategies led by The World Bank.

As the dialogue continues to increase, there will be even more opportunities for the Union to influence global policy and work together at local level with agencies such as The World Bank, UNDP and UNEP.

Antarctic icescape



World Wide Fund for Nature/Seitre

Opportunities to work globally

NGO Resource Centre on Trade & Sustainable Development, Geneva.

Most environment NGOs have found it hard to come to grips with the likely environmental impacts of the recent trade agreements and the newly created World Trade Organization (WTO), let alone be effective lobbyists on environment/trade issues. With other NGOs, IUCN is establishing a centre in Geneva that will help environment and development NGOs work on trade issues. It will track WTO activities, keep NGOs informed on major developments, help them understand the issues and so identify points of leverage.

The impact of hydrodams in Lao PDR.

Lao PDR is embarking on a large programme of hydropower development. The aim is to generate electricity, principally for sale to Thailand and possibly Viet Nam. The dams will be funded by commercial money, with commercial guarantees from The World Bank. IUCN has been asked to help the government with a comparative analysis of sites, so that those chosen will lead to the least environmental harm.

Antarctica.

Human impacts on the Antarctic environment have caused a strong divergence of views between some conservation groups and governments in the Antarctic treaty system. Through its governmental/NGO links, IUCN can bring these groups together and help reduce tension. The present proposal is for a practical workshop on human impacts in Antarctica: what they are, how they can be measured and what effect they will have on the fragile environment of Antarctica, so providing a reasoned input to the debate.

Coral reef conservation and sustainable use.

As a founding member of the International Coral Reef Initiative, IUCN is participating in regional meetings (e.g. SE Asia, W. Indian Ocean) to assess the status and threats to coral reefs in various regions. IUCN will also be helping its members in those regions develop action plans for addressing coral reef issues and will be seeking to help implement specific activities for coral reef conservation and sustainable use. As part of this initiative, IUCN is co-sponsoring the Global Coral Reef Monitoring Network and will be supporting the International Year of the Reef (1977).

Communicating knowledge to influence society

Community needs assessment, Southern Africa.



Knowledge is at the heart of IUCN's work. It is the basic building block of IUCN's many activities. As a global union, we mobilize knowledge. The rich publications programme of the Union is one of the outputs.

IUCN is one of the partners in the World Conservation Monitoring Centre (WCMC), the world's database on conservation of biodiversity. It is now working with WCMC and other partners to develop the proposed Biodiversity Conservation Information System (see p. 35).

Having the knowledge is not enough. It is also vital to know how and when to use it effectively. Information needs interpretation to make it meaningful and useful to different groups in society. This is where IUCN's Commission on Education and Communication (CEC) can help.

It builds the capacity of education and communication managers around the world to develop strategies and approaches. In Latin America, the CEC worked with IUCN members and partners to analyse lessons learnt from communication and education strategies, and plan steps to gain more support for their work in the region. In Kenya, it held a workshop for decision-makers and trainers on biodiversity, and in India a regional meeting on managing educational programmes on biodiversity.

Most IUCN projects include education. In Nepal, communication and education is vital in implementing the National Conservation Strategy. IUCN demonstrated how to include environmental education in the primary curriculum and, as a result of this work, the Ministry of Education is incorporating environmental subjects in its revised curriculum. With the UN Fund for Population Activities (UNFPA), IUCN takes its message to remote villages using Nepalese theatre groups, who perform plays for all the villagers and train local theatre groups to continue the work. And



Community-level participation in conservation, Nepal.

IUCN/Thorsell

IUCN supports the Nepal Journalists Forum, which is emerging as a powerful group to influence policy and place environmental stories in the media.

Some IUCN projects are focused entirely on education. In West Africa, over the last decade, IUCN has been building up country-wide environmental magazines for children as a key part of its programme. The first was *Walia*

(meaning Stork) in Mali, which has now been taken on by a new IUCN member created for this purpose. In 1993, *Palmerinba* – the little palm tree – was born in Guinea-Bissau. Since 1990, three more magazines have started in Niger. IUCN's education work in Niger embraces not only the modern schools but also the traditional Koranic schools to which all children go for part of their school career.

Opportunities to send out conservation messages

Biodiversity Conservation Information System.

A major and exciting initiative to bring together conservation data – text, datafiles and maps – held by numerous agencies and individuals around the world, and to make them available as a public information system. New technologies will enable it to be a decentralized, linked set of databases rather than a central facility. A joint venture with BirdLife International, Botanic Gardens Conservation International, TRAFFIC, Wetlands International and the World Conservation Monitoring Centre (the BCIS data management partner).

Environmental law teaching in the Asia-Pacific region.

A project, partly funded by the Asian Development Bank (ADB), to train law professors to teach environmental law. The first courses will be held in 1997, at the University of Singapore. A second element, awaiting funding, will use IUCN's long experience in managing environmental law databases to help the new Asia Pacific Centre for Environmental Law to handle and provide relevant information for the region.

Restoring nature

IUCN/Borrini-Feyerabend



In 1979, with international funding, a dam was built in the Waza-Logone floodplain of northern Cameroon. It was meant to provide water to grow rice on a large scale, but ten years after construction, the rice grown under the scheme cost four times the cost of imported rice. And the downstream effects of cutting off the annual floods to more than one million hectares of land were devastating.

The original plan for construction of the dam had not considered the environmental impact. The dam dried out a vast floodplain downstream. The people and their livestock had depended on this floodplain for their livelihoods. The area was also important for biodiversity in Africa, especially in the Waza National Park and Biosphere Reserve.

Working with members in Cameroon and the Netherlands, IUCN was requested by the Government to undertake a feasibility study of what would happen if the dam were demolished and the wetland restored.

This culminated in a trial release of water as an opening in the dike along the Logone river was made. Water flowed back into the Waza-Logone floodplain and, as a result, the birds came back, the fish spawned once again and the local people saw their livelihoods return. They can now, once again, use their traditional fish canals and grow seasonal crops, harvest wild plants, graze their animals and cut forage from this once-desiccated area.

Local communities have been involved at all stages, especially in the decisions to release water onto the floodplain. In fact, they greeted

the release of the water with celebration as they saw their former way of life return.

Now IUCN is seeking funds for the main restoration of the floodplain, involving the release of approximately 1 billion cubic metres of water to re-inundate up to 6000 square kilometres of land every year. Over the period leading up to the year 2000, the dam will be progressively lowered so that the wetland is fully restored.

Most environmental news today is of nature being lost. Most successes in conservation are attempts to slow down the loss. So it is particularly rewarding to end this annual report with news of nature and livelihoods restored over one large area in the Sahel.

For further information on any of the project or programme proposals set out in this report, please contact:
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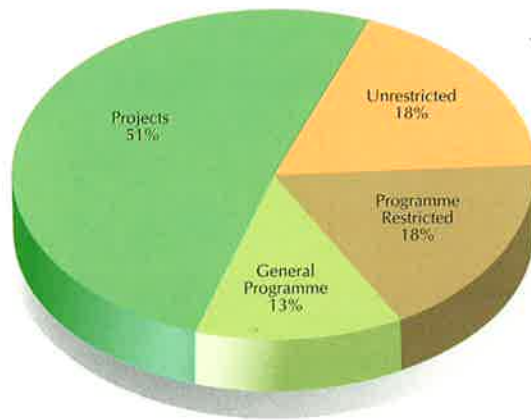
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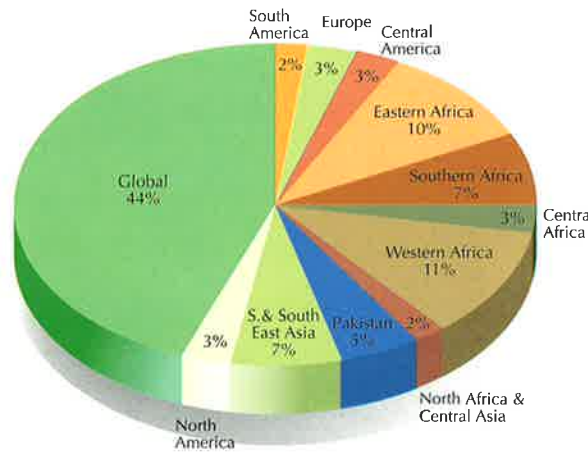


IUCN Finance 1995

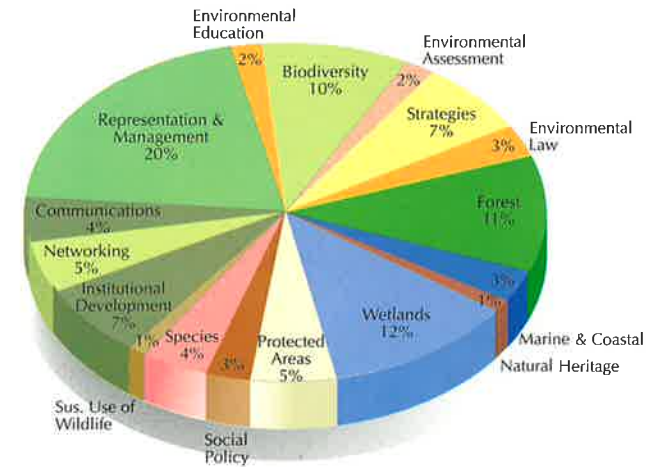
The three figures summarize the income sources and the expenditure patterns of IUCN by region and by programme. A significant trend is for a progressively greater proportion of funds to be managed in the regions, rather than headquarters, the two reaching parity in 1995 for the first time, with the firm prospect that in the following year the regions would manage close to sixty per cent of the total.



1995 IUCN Operating Income (SFR 59,408,000)



1995 IUCN Expenditure by Region (SFR 54,970,000)



1995 IUCN Expenditure by Programme (SFR 54,970,000)



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