Achieving Environmental Objectives

The role and value of Communication, Education, Participation
and Awareness (CEPA) in Conventions and Agreements in Europe

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Preface

It is to support the integration of communication, education, participation and public awareness (CEPA) in the Conventions, other multi lateral environmental processes and European instruments that the Commission on Education and Communication CEC has produced this book. The ideas and experiences are to assist practitioners to reflect on how well they contribute to achieving changes towards achieving environmental objectives, and to understand the national implications of regional and international influences on this work.

The book is based on the exchange of professional experiences in an IUCN CEC workshop held in Spain and organised by the CEC Deputy Chair, Susana Calvo at the Ministry of Environment, and CEC member, Paco Heras who held the meeting at the Environmental Education Centre, Valsaín, Spain in 2004. Practitioners from Europe shared their practice according to a case study format, and aimed to present the tipping point or change factor that resulted from the CEPA intervention.

The IUCN Commission on Education and Communication has been championing the integration of participatory communication and education in the environmental conventions since the mid 1980s, holding side events at the Conferences of the Parties, and preparing policy advice on CEPA. Commission members have been involved in developing the CEPA work programmes for the Ramsar – Wetlands, Convention on Biological Diversity and to a lesser extent, Climate Change Convention. Through the CEC working group we have been an advocate for the integration of these instruments in the work of the governments and to share knowledge on thinking and practice in CEPA.
CEC has undertaken:

Critical reflection

- CEC engages debate and reflection on the dimensions of biodiversity education and public awareness. Through an international expert meeting in the Hague and a subsequent internet debate on biodiversity education and public awareness called BEPA CEC deepened reflection on the role of the instrument;
- CEC shares thinking and approaches in education in publications such as "Education and Sustainability – Responding to the Global Challenge" (Tilbury et al 2002); "Communicating Protected Areas" (Hamú et al 2004); "Engaging People in Sustainability" and in publications such as this one.

Professional Exchanges

- CEC members and IUCN staff present ideas on CEPA at workshops and conferences such as at side-events at the Conferences of the Parties (Nairobi, Montreal, Hague, Bonn);
- CEC meetings have been held on protected areas in Italy, the World Parks Congress, Latin American meeting on protected area communication, B.A. Argentina;

- The Ministry of Environment Spain has hosted meetings to exchange expertise on Climate Change and the meeting to prepare this book in Valsaín, Spain;
- CEC held meetings in Montreal, Bratislava and the Hague under the organisation of the Global Biodiversity Forum umbrella to exchange expertise;
- The CEC website has tools to assist in planning communication and case studies and publications on CEPA: www.iucn.org/cec.

Promoting change

- CEC played a role in the development of the work programmes on communication, education and public awareness (CEPA) under the Conventions on Biological Diversity, Ramsar-wetlands, and Climate Change.
- CEC has undertaken communication capacity building activities in five central European countries over many years, mentoring and coaching government and protected area staff in their communication work, and seeking to institutionalise more participative and interactive communication in the organisations;
- CEC has provided training to biodiversity managers in Latin America and Asia on communication, worked with trainers in west Asia to develop their communication training skills and develop a manual.

Advocacy for CEPA

IUCN through the Commission on Education and Communication has been an advocate of CEPA and prepared policy advice for the Conferences of the Parties for the Convention on Biological Diversity in Montreal, Nairobi, the Hague, and Malaysia.

While the examples in this book are from Europe, this is the first initiative, and CEC hopes to do more of these cases and analysis in other parts of the world. We hope that you will find this an inspiration to your work and join us in making clearer the added value of CEPA in achieving environmental objectives and share your examples with us at cec@iucn.org.

Denise Hamú, Chair of the Commission on Education and Communication, IUCN

Foreword

Environmental project assessments often aim to quantify the impact of projects in ecological terms, for example, how many forest hectares were preserved, how much a lake's water quality has improved, how much a species' population has grown, and so on. However, social factors are increasingly finding their way into these assessments as environmentalists and conservationists involve local communities and stakeholders in their project work. In a growing number of cases, work with these groups is found to be the source of success for their initiatives.

Communication, education, participation and awareness raising (CEPA) tools have been identified in a broad range of environmental projects as one of the keys to achieving different outcomes - increased community engagement and ownership of the activity, higher levels of collaboration among stakeholders, better targeted public awareness materials, and increased sustainability of results. Not only is CEPA being promoted in local-level project work, CEPA is being used at the national level and has been incorporated at the intergovernmental level into a number of important multi-lateral environmental agreements (MEAs), including the UN Framework Convention on Climate Change, the Convention on Biological Diversity, and the Ramsar Wetlands Convention.   CEPA has emerged in the Articles of the Conventions, as well as in Decisions, Resolutions and Work Programmes that support their implementation. CEPA instruments are no less fundamental to achieving the objectives of European Conventions, Directives and initiatives including the Aarhus Convention, Natura 2000, the Pan European Biological and Landscape Diversity Strategy, the UNECE's Education for Sustainable Development Strategy and IUCN's Countdown 2010.

Environmental projects that have appropriately incorporated CEPA tools have often identified them as among the key factors that brought their project to the "tipping point", i.e. the point at which the project staffs' efforts started to take off and were adopted by others. Small, strategic CEPA interventions, actions, or innovations in the project tapped into a system that spread quickly and helped make the project a success. Malcolm Gladwell, in his book which described this phenomenon[1], calls the tipping point the moment when an "idea, trend or social behaviour crosses a threshold, tips and spreads like wildfire." Wildfire may not be every environmentalist's dream, but the thought that their efforts - whether it is to preserve an endangered flower species which is being trampled by holidaymakers, or to encourage hunters to help park staff with fauna management - can be multiplied quickly by society itself is an attractive proposition. Finding leverage points for positive change within complex socio-ecological systems is every environmentalist's goal.

CEPA is more than communication, more than making a video, a television advertisement, or a brochure to tell people about your project's goals. There are many examples of communication efforts that are not appropriately targeted and implemented and, as such, not successful in producing behaviour change (and often very expensive). CEPA incorporates the important components of education,

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[1] Gladwell, Malcolm. *The Tipping Point: How Little Things Can Make a Big Difference*, Little, Brown and Company, Boston, 2000.

participation and awareness-raising with communication activities to provide a wide range of options for getting the message across.

If you are an environmental project manager or educator in a non-governmental organisation, or a government official working with national or local projects, or in charge of implementing one of the multi-lateral environmental agreements, then this book should be interesting to you. It aims to provide real-life examples of the added value of CEPA to environmental projects and to the MEAs through a set of diverse case studies at the national and local level across Europe - from Latvia to Slovenia to Spain. In each case, the "tipping point" in the life of the project is identified and the added value of CEPA is discussed such that the factors that lead to success are clear and understandable. Another section of this book helps readers to see how CEPA tools have been incorporated into a range of global and European MEAs, including the "Rio Conventions"[2] and the Ramsar Convention, as well as European-focused agreements such as the Aarhus Convention, Berne Convention, Natura 2000, PEBLDS[3] and Countdown 2010. The aim of this section is to help environmental project practitioners and educators gain a better idea of how their work can support, and benefit from, the MEAs.

The case studies included in this book were written for a June 2004 IUCN Commission on Education and Communication (IUCN CEC) European network meeting held at the Environmental Education Centre, Valsaín, Spain, hosted by the Spanish Ministry for Environment. This meeting was organised by Susana Calvo starting with a preparatory meeting in January 2004 at the Ministry of Environment in Spain. Taking part in the preparations were Susana Calvo Roy,;, CEC Regional Chair; Frits Hesselink, CEC Steering Committee member, Ana Kalinowska – IUCN Councillor, Sylvi Ofstad, CEC Steering Committee member from the Ministry of Environment Norway, and Wendy Goldstein, IUCN. Participants from Spain included Carlos Mediavilla García; Maite Martín Crespo; Pilar Gonzalez Zarate; Heras Hernández Francisco and Paco Heras, Coordinator of the EE Centre,Valsaín . At this meeting it was decided to aim to develop more clarity about the role of CEPA in managing change within the dynamic processes of conservation. The results of the workshop would provide guidance to the Kiev Environment Ministers resolution on national CEPA strategies, and the 2010 biodiversity targets, by sharing examples of how CEPA adds value to environmental projects. The meeting would aim to give some impetus to CEPA integration amongst the Conventions (Ramsar, Aaarhus, CBD, UNFCCC) and develop a European network among people working in CEPA. Frits Hesselink proposed that the meeting made use of a case study reporting model that had been developed with Dr Miro Kline, Slovenia as a result of their involvement in an IUCN CEC communication capacity development project in 5 central European states. We recommend this case reporting model to others as it provides a good means to evaluate and present more clearly the added value of CEPA to environmental projects and what interventions cause change leading to results.

The Valsaín meeting brought together CEPA experts working on environmental projects in Europe, representatives from MEA Secretariats, and governmental

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[2] The Convention on Biological Diversity (CBD), the UN Framework Convention on Climate Change (UNFCCC), the UN Convention to Combat Desertification (UNCCD) are three of the Conventions signed at UNCED in Rio, 1992.

[3] PEBLDS is the Pan European Biological and Landscape Diversity Strategy – a European framework to implement the Convention on Biological Diversity and others.

CEPA focal points for a number of the MEAs. The IUCN Commission has been an advocate of CEPA in the MEAs and took part in the Consultative Group of Experts set up under the Convention on Biological Diversity to advise on the development of the work programme on CEPA. IUCN CEC has also provided advice on the development of the Ramsar CEPA work programme and held a meeting in Spain to prepare European ideas on a work programme on education, awareness and training for the Convention on Climate Change.

The Commission on Education and Communication is IUCN's knowledge network on how to involve people in learning and change towards more sustainable development, through the window of biodiversity and natural resources management. CEC is composed of more than 600 experts from over 90 countries from international organisations, governments, NGOs, academia, and the field. This network of experts connects IUCN managers and policy makers to knowledge, resources, and experiences in using communication, education, participation, and public awareness and assists them in planning and managing changes in environment and society. In Valsaín, 35[4] of these experts met to present their work, discuss the linkages with the MEAs, and explore how CEPA tools have helped them "tip" their projects towards successful outcomes. The case reporting

model used in the workshop stimulated an analysis of the results achieved by CEPA interventions, though it is a challenge to report in this way. One finding of the meeting was that there are gaps that exist between the MEAs and actual on-the-ground environmental work. This publication seizes the opportunity to present on the ground experience gathered in Valsaín , with specially written sections giving insights into the CEPA provisions within the various MEAs in Europe, and national case studies, in the hope of laying out some of the issues and gaps. The publication is not a report of the Valsaín Meeting and is intended to foster reporting on the added value of CEPA in achieving environmental objectives, and understanding of the MEAs and the challenges we face in proving the added value of CEPA.

Europe is the focus of this book and those involved hope that it is seen as a "Work in Progress" and an invitation to readers in other parts of the world to collaborate, contribute and react to the cases, and to jointly explore opportunities for closer synergy with the MEAs. The IUCN CEC in Europe sees this as an ongoing process to share and learn from one another and to bring more understanding to communicators, educators, and policy makers working in environmental issues in Europe and globally about the powerful use of CEPA tools for positive change.

Gillian Martin-Mehers (LEAD International)
Chair of the European network of the IUCN Commission on Education and Communication (CEC)

Introduction

How to Manage Change? How to Manage People?
The role of communication in biodiversity conservation

Frits Hesselink[1], HECT Consultancy, Netherlands

Background

The Convention on Biological Diversity states in its Article 13:

"The Contracting Parties shall:

> *(A) Promote and encourage understanding of the importance of, and the measures required for, the conservation of biological diversity, as well as its propagation through media, and the inclusion of these topics in educational programmes; and*

> *(B) Cooperate, as appropriate, with other States and international organizations in developing educational and public awareness programmes, with respect to conservation and sustainable use of biological diversity."*

A special work programme on Communication, Education and Public Awareness (CEPA) has been developed to implement Article 13. There is still little clarity on what CEPA really entails and what its added value is for biodiversity conservation. Other environmental conventions have similar articles and are also struggling to make CEPA a meaningful contribution to the implementation of the Convention.

European members of the IUCN Commission on Education and Communication got together in an expert meeting, co-hosted by the Spanish Ministry of the Environment in Valsaín (16–20 June 2004) to clarify CEPA, its added value, principles, and guidelines for good practice. This article is based on the keynote speech, which introduced the subject to participants. It is an attempt to clarify CEPA, at least as far as communication is concerned, and to formulate some principles and guidelines for good practice.

Communication here is defined as a series of planned and targeted public interventions focusing on a concrete issue which produce - often in combination with other legal or financial instruments - a change or result mandated by management objectives.

Conserving biodiversity means managing change

Biodiversity is under increasing pressure, because of a variety of changes caused by the construction of roads, dams, windmill parks, railways or other infrastructure and the enlargement of cities. Conservation managers are constantly confronted with new challenges created by these changes in their day-to-day work. New risks to biodiversity emerge with new forms of tourism and leisure such as rafting, paragliding, mountain biking, rock climbing, motor crossing, car parks, plastic throw away articles, and other waste.

Change can also originate from political or legal systems, for example, modifications to rules regarding land ownership, or new European Union legislation. Social and economic changes may exert new pressure on biodiversity, such as different forms of land use as a result of the introduction of extensive agriculture, the decrease in traditional farming, depopulation of rural areas, and so on. Biodiversity conservation has in many cases, therefore, had to deal with change. Given this, one could argue that those responsible for nature management have a job that is increasingly concerned with change management.

Changing people means communication

In almost all cases where biodiversity conservation is about managing change, it means managing the process of changing people and the systems in which people live and function. Even when addressing systems, such as social, legal or economic systems, it means dealing with people. From this angle, communication plays a central role in the work of people responsible for biodiversity conservation at various levels (international, national, and local).

Stick, carrot, drum
Governments have a range of instruments to influence the behaviour of citizens, and laws, regulations, and their enforcement are some of the most powerful. It is always, at least, a 'stick behind the door', when other instruments fail. Tax breaks, subsidies and other financial incentives are a second category of instruments that operates as a system of reward, like a carrot that stimulates and rewards the performance of a horse. Other instruments are based on a more voluntary engagement of citizens: they behave in desired ways because of internal drives and motives, like a bear dancing to the rhythm of a drum. Communication, education, and public awareness belong in this category which, in the Environmental Action Plans of the European Commission, is called 'social instruments'.

Change as learning
As each situation is new and different, there are no panaceas and no easy answers. Dealing successfully with change in nature conservation is mostly a matter of learning, not only at the level of individuals and organisations but on a wider social level, as stakeholders participate in the processes that deal with new changes.

The typical conservation approach

The typical reflex of most conservation managers when confronted with the need to change the behaviour of people is to fall back on existing legal instruments and enforcement procedures. If that does not work, they often ask their superiors to push for new legislation or better enforcement by the responsible authorities, often by people outside their own organisation.

In other cases, conservation managers think immediately of financial incentives for change: subsidies, tax incentives or discouragements. Or they tell their ministry to make funds available to steer behaviour with money - often in vain, as government budgets are under pressure and conservation is usually not a priority. Turning immediately to financial instruments is not always a carefully thought out option, as money is not always the best way to effect change.

In many cases the science background of most nature conservation managers leads them to invest in more study and research or setting up pilot projects. Communication and learning is, for most conservation managers, a priority that is mostly forgotten. They think of communication in terms of leaflets, brochures, posters or videos to be used in schools or distributed in visitor centres, rather than a means to manage change in people and organisations to achieve their objectives. From a communication point of view, one can characterise the business-as-usual approach as one where the manager does not leave his or her desk or does so only to study ecosystems or species, not to listen or talk to people. The result is often unsolved problems, 'paper parks', negative publicity in the press, and a bad image for conservation.

Integrating strategic communication and learning

A different approach is one that integrates communication right from the start. People's behaviour is part of a social system, thus, individual change will be greatly helped if the social system changes. Strategic communication does not aim to change people individually. Instead, it strategically uses communication interventions to trigger those changes in the social system needed to create positive impacts on biodiversity. The following example will illustrate this.

A conservation manager asked for help with strategic communication:

> "*Help us outline a movie to convince private forest owners to care about biodiversity; we should show them some dramatic visuals of the consequences of clear cutting, some animation of various scenarios, some pictures of a beautiful forest managed close to nature*".

It is very tempting to embark on such an approach. But it is only strategic if we can answer questions such as: would the movie reach all 200,000 or more private forest owners in the country concerned? What would motivate them to watch? What would it change in them? It is highly probable that a movie will not change the behaviour of private forest owners to take a more biodiversity-friendly

approach to forest management. Communication should be seen in that wider perspective: supporting the objective of forests being managed in a nature-friendly way.

Strategic communication requires that we change the usual way of thinking about communicating nature issues. We need to stop seeing the issues of biodiversity and forestry as technical issues to be explained to private forest owners in an effort to convince them to change their behaviour. Strategic communication starts with seeing the issue as the introduction of an innovation in a large group of potential 'customers' that motivates them to practise a new approach to forest management. The communication strategies then depend on whom we want to target first and what type of behaviour change we are aiming at. Often the target audiences are involved in the planning as part of a joint learning process towards a public private partnership.

Communication approaches	
'Uninformed' communication approach	**Strategic communication approach**
Managers focus on media and come up with exciting ideas that capture the imagination.	Managers analyse the wider system and plan strategically to achieve desired outcomes.
Approach is to convince people individually; their social environment is not analysed.	Interventions are focused on goals; audiences and messages determine media.
Communication is an 'end of pipe' activity, isolated from the rest of the project/programme.	Communication is integrated in the full scope of the project/programme from the start.
Content and message are secondary andcannot answer "why?" or "what?" questions.	Target audiences are involved in planning; interventions are based on their values.

The Case of Visitors Threatening '*Pulsatilla*' in Boc (Slovenia, 2002-2003)

How to manage change and how to manage people is illustrated with the following case study. Although in each case the strategic communication process is different, the principles are very similar. In the conclusion, the principles for communication good practice are highlighted showing the elements of a learning process at the level of individuals, organisations, and social groups.

Background

Boc is a solitary mountain in south eastern Slovenia. It is well known in Slovenia, especially through the organisation of events to celebrate the 1st of May holiday. On two small meadows (a designated Natura 2000[2] site) grows the flower *Pulsatilla*, which is on the list of endangered species in Europe. Visitors - especially during the 1st May celebrations - are increasingly threatening *Pulsatilla* by damaging the soil through trampling (picnicking, parking, and camping). This annual event also poses risks to flora and fauna generally, which in turn impacts the local community (stakeholders) who rely on a healthy landscape for their livelihood.

Previous approach: People should obey the law

The previous approach used by the Protected Landscape Area (PLA) management and other interest groups (hunting society, mountaineering society, inn owner, and municipality) was based on law enforcement, education, and public awareness. However, none of these actors were aware of the approaches of the other interest groups in the area so they were often hearing and communicating different and conflicting messages. Each year the event was held the problem escalated, and conflicts intensified not only between visitors and interest groups but within the interest groups themselves, as all actors thought that they had the right solution and approach.

The issue from a "people management" perspective

The regional branch of the Institute for Nature Conservation, responsible for the protected area, recognised that they had to create a clear, shared vision of the problem, and that they should focus on the visitors' threat during the celebration of the 1st May event. This focus produced an understanding that common goals can be successfully planned and executed only if they are based on consensus with key stakeholders.

The new approach

The Institute decided to solve the problem with a new approach, guided by a 'people management' perspective. They agreed that the first step would be to bring stakeholders together and organise focus groups before and after the annual event to explore motives for cooperation. The next step would be the creation of a management plan for realising joint solutions. The various interventions would be jointly executed by all actors. Public communication strategies would consist of timely, tailored and targeted information on event management. Interventions to

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[2] "Natura 2000" is a European ecological network established under The European Union's Habitats Directive (1992) on the conservation of natural habitats and of wild fauna and flora. The network includes:

- "Special Areas of Conservation" designated by Member States in accordance with the provisions of the Habitats Directive; and
- "Special Protection Areas" designated by Member States under the earlier conservation of Wild Birds Directive (1979).

Together these areas make up the "Natura 2000" European-wide network. Annexes to the Directives list the habitats and species whose conservation requires the designation of sites. Some of them are defined as "priority" habitats or species (in danger of disappearing). Annex IV lists animal and plant species in need of particularly strict protection.

Member States (including those applying for accession to the European Union i.e. the 5 involved in the present project) must identify and designate areas for protection and then take all the necessary measures to guarantee the conservation of the habitats and species, and to avoid their deterioration.

improve the movement of people in the Area would include ramps, parking, and buses. They would also develop a management plan to implement the joint solutions. The new approach would also include an evaluation of the strategy and its result.

Results

Through informal communication, building trust and working relationships, effective cooperation among different interest groups or stakeholders was achieved. This was largely the result of better internal communication. The 1st of May event attracted the same number of visitors though, unlike previous years, there was no disturbance of the *Pulsatilla* meadows. Most importantly, however, was the change in visitors' behaviour - visitors camped only in designated areas and did not use their cars, travelling instead by bus or on foot. They used garbage boxes and took waste down to collection points in the valley. There was much evidence of increased visitor satisfaction.

Success factors

The factors leading to this success included:

- Listening to interest groups as 'customers'; internal communication among interest groups;
- Team work, project management, and internal communication within the Institute; and
- Strategic communication targeted at visitors (before the event, at the beginning and during the event, and the use of free publicity).

Room for improvement

After the event was executed successfully, the evaluation revealed that more should have been invested in positive feedback to visitors afterwards. The Institute also concluded that more professional event management was necessary. The Institute decided to outsource the event management for the next year as it was not its core business. It was decided that the municipality would take over this responsibility in future. Finally, the evaluation made it clear that a more intensive and extensive communication campaign in the future would help to improve the success of this annual event.

Key communication interventions

The first step was identifying opinion leaders amongst the stakeholders during informal meetings. The Institute then brought stakeholders together in formal and informal meetings. Using focus groups, the Institute and stakeholders explored joint solutions to the May 1 pressure on the area. Through effective internal communication within the Institute and within the stakeholder groups and by informing visitors through the strategic use of free publicity, all actors supported a joint execution of the plan. The last step was made by way of evaluation and feedback. The box below illustrates the various communication strategies and approaches that were used:

Communication	Results
Strategic planning sessions	Nature conservation issues integrated in an event and relation management perspective.
Continuous internal communication	Colleagues and superiors offer support, advice, and participate in the new approach.
Training	New skills and motivation for staff members.
Lunches	Internal decision makers informed and motivated.
Networking	Identification of opinion leaders from most relevant stakeholder groups.
Focus groups	Identification of emotions, motives, ideas, and leverage points for change.
Round tables	Instrument mix, roles and responsibilities for event management.
Information – mostly free publicity	Public knows what to expect from changes in the event and what is expected from them.
Event	Nature conservation issue resolved through positive word of mouth.
Free publicity	Enhanced reputation.
Strategic management session	Evaluation, feedback, organisational learning, sustainability.

The 'tipping point'

The moment that the new approach really started to take off - the "tipping point" - was when a public private partnership was formed between the Institute, the municipality, the inn keeper, the mountaineering society and other NGOs to jointly manage the 1st of May event. To get there, the Institute first had to see the issue in a different paradigm. In the previous approach they were seeing it as visitors threatening biodiversity year round. In the new approach they realised that if behaviour would change during the 1st of May event, 80% of the problem would be solved. Then it was realised that this was less an issue of law enforcement than one of relations management. In this process of paradigm shift, the strategic planning sessions, capacity building and coaching by consultants played an important role, as did the focus groups. Once the public-private partnership was established, the joint creativity of the partners resulted in a mobility plan and other event management measures.

The added value of strategic communication

Without a strategic communication approach, the situation in Boc would be still the same or worse as in previous years. A range of internal communication interventions created a change in attitude, knowledge and behaviour of the staff of the Institute: strategic planning sessions, training workshops and materials, and interaction with superiors and colleagues. External communication interventions - learning by doing - supported these changes, as they provided practical evidence of the success of the new approach.

External communication interventions created a change in attitude and behaviour of stakeholder groups: from appreciation that their opinion was asked, to willingness to cooperate, to joint planning of the event and finally to a change of attitude and behaviour of the visitors. Focus groups provided information on how and with what proposition to approach the stakeholder groups. Round tables provided management solutions for the 1st of May event. Targeted and tailored information went to potential visitor groups through free publicity in local media, news letters of the mountaineering society etc., so the public would know what changes they could expect in Boc on the 1st of May, the reasons for these changes, and what contribution (change in behaviour) was expected from them as visitors.

Other communication interventions included sign boards about where to park, where to wait for the bus, how to reach the top of the mountain on foot, where to camp on the mountain, where to make a fire, how to handle your waste, and an information market on biodiversity and the work of the Institute on the top of the mountain near the Inn. Finally, free publicity and positive feedback was gained through local and national media reporting on the success of the event. This provided a positive change in the perception of the Institute as a successful manager of the 1st of May event, satisfying both visitors and all other stakeholders to a much higher degree than had been the case in previous years.

Conclusions

Communication can be an important management tool for realising positive change in nature conservation - when it is strategic, planned, two-way, and participatory. Paradigm shift, capacity development, opinion leaders, focus groups, public private partnerships, reputation, and evaluation are key concepts of strategic communication.

Paradigm shift
Strategic communication implies that a manager can see an issue in a wider context than just nature conservation. This often necessitates a paradigm shift in perception and analysis, such as shifting from enforcement of conservation regulations to a more people-oriented perspective such as relations management. In other situations the paradigm shift may involve seeing the issues as introducing an innovation, or crisis management. The paradigm is always towards a customer orientation. In most cases internal communication (e.g. through strategic planning sessions) is a first step in bringing about the paradigm shift. The willingness of managers to change their perspective, attitudes, and behaviour is an important principle here.

Capacity development
In cases where conservation managers lack the necessary knowledge and skills for strategic communication, consultants can play a role in enhancing capacities through advice, training, and coaching. In some cases, the reputation of consultants and their interaction also strengthens confidence among the decision makers in the organisation about the new paradigm and approach.. The principle here is that informal internal communication is an important support to formal internal communication.

Stakeholders and opinion leaders

To find a leverage point for change it is useful to engage with stakeholders. But not any stakeholder will do. The most reliable information comes from opinion leaders. Moreover, these opinion leaders are most likely to communicate afterwards with their constituency and connect them to the process of solving the issue. Opinion leaders are people with an incredible network within the stakeholders group. Their opinions are valued by others and they often have a broad knowledge and interest going far beyond that of the average stakeholders in the group. They are very well informed about what is going on and what is of interest to the stakeholders group. Often they are not the formal representatives, but the 'knowledge and power brokers' behind them. To identify opinion leaders one has to observe the interaction in formal and informal meetings of the stakeholder group. Focus groups and using one's own network are other ways to identify them.

Public private partnership

Listening to and analysing the ideas, emotions, and motives for action of stakeholder groups are more important than trying to convince people of the importance of a conservation issue. Focus groups are a very good instrument for exploring the leverage point for change. The principle here is to start building public-private partnerships. Most of the external communication interventions are face-to-face and a mix of formal and informal communication. Working towards a public-private partnership also means working in multidisciplinary teams.

Focus groups

A focus group is a non-directive type of interviewing a specific social group: a segment of consumers, voters, or stakeholders in a policy issue. It draws on group interaction to gain greater insight into why certain opinions are held. Focus groups are used to improve planning and design of new products or programmes, provide means for evaluation, and provide insights and qualitative data for communication and marketing strategies.

Usually, a focus group consists of six to ten people who are invited to spend a few hours with a skilled moderator to discuss a product, service, organisation, policy measure, or other marketing entity. The moderator needs to be objective, knowledgeable on the issue, and well versed in group dynamics and consumer or stakeholder behaviour. The participants are reasonably homogenous and unfamiliar with each other. The meeting is typically held in pleasant surroundings and refreshments are served throughout.

Reputation

If positive change is realised, this in itself will generate positive word of mouth among stakeholder groups. This enhances the reputation of the staffs involved, as well as the organisation and nature conservation in general. The greater the change and its impact, the more it will enhance reputations. Making the change 'visible' through free publicity (press releases, etc.) and positive feedback to stakeholder groups will bolster the effect even more. A heightened reputation gives rise to the new challenge of living up to it and continuing participatory communication with stakeholders.

Evaluation

Evaluation is an important last success factor. In the case of Boc, it helped the regional branch of the Institute for Nature Conservation to realise that event management is not its core business and that next year the management of the event should be outsourced to the municipality. Once this was done, the stakeholders owned the issue completely - its problems *and* solutions - and improved the event management the following year as they learned from mistakes. Among other improvements, they used a few minibuses instead of one big bus to service the visitors better. The Institute is now involved as an advisor and monitors the effects of the event on conservation.

Suggestions for Further Reading

IUCN Commission on Education and Communication: www.iucn.org/themes/cec/

Rientjes, Sandra (Ed.). (2000). *Communicating Nature Conservation*. European Centre for Nature Conservation, Tilburg.

GreenCom, Academy for Educational Development. (2002). *Heating up Society to take Environmental Action: A guide to effective environmental communication and education*, Washington.

Robinson, Les and Glanznig, Andreas, (2003). *Enabling Ecoaction: A handbook for anyone working with the public on conservation,* Humane Society, WWF Australia, IUCN, Sydney.

CEPA in the Conventions, Multilateral Environmental Agreements and Initiatives

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Introduction

In June 2004, IUCN's Commission on Education and Communication (CEC) held a meeting of its European Network in Valsaín, hosted by the Spanish Ministry of Environment. This meeting brought together expert practitioners in communication, education, participation and awareness (CEPA) working on local and national level environmental projects in Europe, as well as representatives from the secretariats of conventions and other multilateral environmental agreements (MEAs) and governmental focal points for a number of the MEAs and their CEPA provisions.

During the Valsaín meeting, much was learned regarding perspectives and experiences with CEPA at the various (local, national, multilateral) levels. This chapter addresses the need for greater clarity in two areas identified during the meeting: firstly greater clarity on what 'CEPA' is; and secondly greater clarity regarding the role and value of CEPA in the multilateral environmental agreements.

At the level of expert CEPA practitioners working in local and national environmental projects, knowledge of the multilateral environmental agreements (operating globally and in Europe) is patchy. Consequently knowledge of how to use the MEAs and their CEPA provisions is far from optimal. Just knowing what has been promised or agreed to can be used as a lever to hold governments accountable. Having worked on the "CEPA" work programmes of several of these MEAs - influencing their CEPA frameworks and provisions - it became clear that IUCN needed to now do more to increase practitioners' knowledge and understanding of these.

Drawing on information exchanged during the Valsaín meeting, this chapter provides a snapshot of CEPA provisions within some of the multilateral environmental agreements. This is by no means comprehensive, with bias reflecting participation at the meeting and the work of IUCN's CEC.

Snapshot on the conventions and other MEAs

Conventions are international law, and come into force when signed on to and ratified by a set number of countries. The governments that do so are called "Parties to the Convention" or "Contracting Parties" and they meet regularly in a Conference of the Parties (COP). Each Conference is numbered (COP1, COP2 etc.).

The environmental conventions (including Biological Diversity, Ramsar, Climate Change and Desertification) have 'Articles' in which they use terms such as 'education', 'public awareness', 'training' and 'participation'. They are brief and usually introduced with "the Parties *shall* …." There is therefore an obligation to undertake the work specified by the article, though there are no enforcement measures.

Means of implementing the articles are discussed during Conferences of the Parties. In this process 'work programmes' are developed and reporting means agreed. These structures are useful to set priorities, guide implementation, track progress, and argue for the necessary resources to meet national obligations. International funding mechanisms – such as the Global Environmental Facility (GEF) – may be instructed by the Parties to support national work to meet convention objectives.

In addition to international conventions there are a number of European conventions. The so-called Aarhus Convention is an example of such a pan-European convention, with its Secretariat within the United Nations Economic Commission for Europe (UNECE).

Other European obligations arise from the European Commission that determines 'Directives' and regulations regarding the environment and to which EU Member states and those wishing to join the EU must comply. Examples include the EU Birds and Habitats Directives upon which the Natura 2000 ecological network is based.

The Council of Environment Ministers (broader than the EU) also takes decisions and adopts strategies such as the Pan European Biological and Landscape Diversity Strategy, as well as making 'Declarations' which become a form of "soft" law.

What is CEPA?

CEPA may be tagged "convention slang" and a short hand way to refer to the social instruments, "Communication, Education and *Public* Awareness". "CEPA" is used by two conventions (Ramsar and Biological Diversity). More recently IUCN's Commission on Education and Communication has used CEPA to refer to "Communication, Education, *Participation* and Awareness" as these instruments are critically related to participation. In this document, "CEPA" is used to refer to the suite of social instruments named in various international conventions and regional instruments that build support, inform, engage and empower people and bring about a change in action.

The origins of CEPA

CEPA was initially derived from the work done to develop work programmes for the Ramsar Wetlands Convention and, later, the Convention on Biological Diversity. IUCN's Commission on Education and Communication (CEC) recommended that the term 'communication' be introduced into the language of the Ramsar Convention's work programme in order to convey the importance of strategic communication to achieve policy and management objectives. Consequently Ramsar's "Outreach Programme 1999-2002" on "Actions to promote communication, education and public awareness to support implementation of the Convention…" (Resolution VII.9 adopted at the 7th Conference of the Parties in 1999) was followed by the adoption of (Resolution VIII.31 at COP8 in 2002) "The Convention's Programme on communication, education and public awareness (CEPA) 2003-2008".

For the Convention on Biological Diversity (CBD), CEC played a role in the consultative group of experts (set up by the CBD Secretariat and UNESCO) to define a global initiative on "biodiversity education, training and public awareness". Subsequently, at COP 6 (2002) the CBD adopted "Communication, Education and Public Awareness (CEPA)" in Decision VI/19, renaming the initiative the "Global initiative on CEPA".

Whilst defining the Climate Change work programme CEC encouraged using a common language and incorporating "CEPA", but here the terminology remained consistent with the convention language of "education, training and public awareness" (including public access to information, public participation and international cooperation). The term communication was not introduced.

Recently CEC has replaced "Public Awareness" with "Participation and Awareness" in order to address the challenge that many technical people think participation is a separate issue, highlighting the fact that CEPA is key to processes of participation.

What is CEPA's role and value?

At the international level, contracting parties agree that CEPA is essential to achieving the objectives of the multilateral environmental agreements. At the national level, governments (and non-governmental organizations) agree that these instruments are essential to achieving national (and/or organisational) objectives.

Whether focusing on Biodiversity, Climate Change, Wetlands or other environmental concerns, nature conservation and sustainable development are about managing change. Managing change means dealing with people (as individuals, in organisations and as creators of institutional arrangements). The strategic use of awareness raising, communication, education, and participation (CEPA) is crucial to relating and working with people. CEPA is thus a social instrument for the management of change in conservation and sustainable development processes.

Whilst few would argue against CEPA having value in the management process, quantifying its value is problematic. Consequently, significant challenges have been faced when it comes to getting CEPA both "on the agenda" (i.e. in the minds of conservationists, managers and policy makers) and in action "on the ground". To better achieve this, we need to more clearly communicate and show (in quantifiable terms) the value of CEPA as an instrument to achieve the objectives of the multilateral environmental agreements (MEAs), as well as national and local level objectives.[1]

MEAs and CEPA as an instrument for managing change

Whatever the multilateral environmental agreement, change is implicit in its objectives (and in some cases also explicit - as in the case of Climate Change).

On the website of the Convention on Biological Diversity, we are told that *"life on our planet is the outcome of over 3.5 billion years of evolutionary history. Now it is increasingly being altered by humans. Through the dawn of agriculture some 10,000 years ago, through the Industrial Revolution of the past three centuries, we have reshaped our landscape on an ever-larger scale"*.

As humans continue to change life on earth, we work against the clock to stabilise atmospheric concentrations of greenhouse gases (UNFCCC), conserve biodiversity and the sustainable use of its components, ensure the fair and equitable sharing of benefits arising from the use of resources (CBD), and conserve and bring about the wise use of wetlands and contribute to sustainable development throughout the world (Ramsar). Managing change by managing human and organisational action is the number one challenge.

Requiring change management at local, national and international levels, dealing with people ranging from 'ground-level' stakeholders to high-level policy and decision makers, the importance of communication, education, participation and awareness cannot be overstated. Unless the human or system change required to reach the objectives are thought about and planned, and stakeholders are aware, involved and their participation facilitated, the objectives of MEAs are near-impossible. So, what CEPA provisions are found in the MEAs?

Clarifying CEPA provisions in the MEAs and initiatives

CEPA provisions vary among the multilateral environmental agreements and initiatives. Within the Biological Diversity, Climate Change, Ramsar Wetlands, Desertification and Bern Conventions, these include (variously):

- Articles of the Convention;
- Decisions and/or Resolutions taken by the Parties;

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[1] In itself, this then becomes a CEPA issue. How do we use CEPA to achieve our objectives and bring about changes in attitudes towards the role, value and implementation of CEPA?

- Work programmes/initiatives (it is the responsibility of the Contracting Parties to implement these with the support of the Convention Secretariat, International Organisations and NGOs);
- Mechanisms to support implementation, including:
    - Meetings of Parties to the Conventions (during which issues are clarified in discussion, etc.);
    - National CEPA Focal Points (official/unofficial; governmental/NGO);
    - Specialist Groups and/or Advisory Committees;
    - Guidelines for Action/Implementation, Handbooks;
    - CEPA web-sites with Clearing House functions;
- Instruction to the Global Environmental Facility to fund activities.

The 'Aarhus' UNECE[2] Convention is itself a Convention on Access to Information, Public Participation in Decision Making, and Access to Justice in Environmental Matters, with provisions imposing legal obligations on Parties and public authorities.

Natura 2000 is an ecological network based on two Directives that legally bind Member States of the European Union to identify and protect sites of European Community Interest. Though these Directives are not CEPA specific, Articles within them note 'supplementary provisions' relating to CEPA.

Though not legally binding, the Pan-European UNECE Strategy for Education for Sustainable Development ESD covers many CEPA interests, dealing with formal, non-formal and informal education. It calls for stakeholder involvement in the preparation and implementation of ESD action plans and linkages with CEPA provisions of other MEAs.

Within the Pan European Biological and Landscape Diversity Strategy (PEBLDS), CEPA activities are seen as a crucial mechanism, with CEPA-specific objectives and 'action plans'. The related Kyiv Resolution on Biodiversity has national CEPA action plans as a key target.

Finally, in the (also not binding) IUCN driven Countdown 2010 initiative, CEPA activities are key actions at the heart of its mission to join the efforts of diverse organisations, key decision makers, and civil society to halt the loss of biodiversity by 2010 (the subject of several key global and pan-European agreements).

Clarifying implementation of the CEPA provisions in the MEAs

It is clear that the MEAs' CEPA provisions are diverse. The extent to which CEPA contributes to managing the change process and meeting objectives varies accordingly. Simply writing CEPA provisions into the MEAs, doing them 'lip-service,' is not sufficient. CEPA can only be a change agent if implemented.

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[2] United Nations Economic Commission for Europe.

Responsible individuals/bodies involved with the agreements not only need to be encouraged (or obliged) to undertake CEPA, they need to:

a) understand the role and value of CEPA;
b) know *how* to implement the provisions;
c) have access to the *resources* necessary to integrate CEPA in their work.

In some cases this may simply involve providing comprehensive evidence of the quantifiable value of CEPA as an instrument to achieve objectives. In others it may additionally mean providing detailed guidance in terms of written guidelines, professional exchange of CEPA experiences and capacity building. For these purposes, it is important for the Secretariat's of the Conventions and other supporting organisations, such as UNESCO, UNEP, Council of Europe, UNECE, Development Banks, as well as international, regional and national NGOs, to work together.

As an example, the Commission on Education and Communication (CEC) has provided support to the Convention CEPA, and to European processes. CEC has been active in 5 European countries to develop capacity in CEPA and to show the added value of the instrument to achieving environmental objectives as part of the Pan European Biological and Landscape Diversity Strategy. The results of this process are summarized in "*Conservation results by Managing Change – the role of communication, education and public awareness – Experiences from Central Europe.*"

Internationally, CEC has worked with the Secretariat of the Convention and UNESCO to advocate for CEPA during the meetings of the Convention on Biological Diversity. A video and brochure was prepared to present the argument for CEPA to the Parties – *Mainstreaming Biological Diversity – the role of communication, education and awareness.* IUCN and CEC have provided advice to the Parties on the CEPA decisions being discussed, and have contributed to the development of the CEPA work programme. The CEC web site www.iucn.org/themes/cec/ provides tools to assist governments and NGOs to plan communication and to have access to expertise from around the world.

Conventions and other multilateral environmental agreements, strategies and initiatives

A summary of key points follows here, along with links to relevant websites and documents for more detailed information:

International
- The Convention on Biological Diversity (CBD);
- The United Nations Framework Convention on Climate Change (UNFCCC);
- The Ramsar Convention on Wetlands (Ramsar);
- The United Nations Convention to Combat Desertification (UNCCD);

European
- The United Nations Economic Commission for Europe (UNECE) Convention on Access to Information, Public Participation in Decision Making and Access to Justice in Environmental Matters (Aarhus);
- The Convention on the Conservation of European Wildlife and Natural Habitats (Bern);
- Natura 2000;
- The United Nations Economic Commission for Europe (UNECE) Strategy on Education for Sustainable Development (ESD);
- The Pan European Biological and Landscape Diversity Strategy (PEBLDS);
- Countdown 2010 Initiative.

Convention on Biological Diversity (CBD)

Article 13 of the Convention on Biological Diversity (CBD) addresses education and public awareness.

At its fourth meeting the COP decided that public education and awareness issues will be integrated into and become an integral component of all sectoral and thematic items under the programme of work of the Convention, (Decision IV/10 part B, paragraph 5). The COP has urged Parties to strengthen education and awareness programmes in relation to agricultural biological diversity, inland water biological diversity, and marine and coastal biological diversity. Although the COP has noted that the implementation of forest conservation and sustainable use policies depends, *inter alia*, on the level of public awareness and policies outside the forest sector, public awareness and education does not appear to be explicitly addressed in the work programme on forest biological diversity adopted in decision IV/7.

The COP has urged Parties to place special emphasis on Article 13 in the development of their national strategies and action plans. It has also urged Parties to:
- promote education on biodiversity through relevant institutions including NGOs;
- allocate resources for the use of education and communication instruments;
- allocate appropriate resources for the strategic use of education and communication instruments at each phase of policy formulation, planning, implementation and evaluation;
- integrate biodiversity concerns into education strategies; and
- support relevant initiatives by major groups which foster stakeholder participation in biodiversity conservation and sustainable use.
  (Decision IV/10 B, paragraph 1).

This approach was reiterated at COP 5 (DecisionV/17, paragraph 5).

COP 4 invited UNESCO to consider launching a global initiative on biodiversity education, training and public awareness, and requested the Executive Secretary to explore the feasibility of such an initiative and report to COP 5 on progress

(Decision IV/10, part B, paragraph 7). At its fifth meeting, the COP requested the Executive Secretary, in cooperation with UNESCO, to convene a consultative working group of experts[3] to identify priority activities for the proposed global initiative on biological diversity public education and awareness (Decision V/17, paragraph 7(d)).

COP 6 adopted Decision V1/19 on Communication, Education and Public Awareness (CEPA), which contains information on a Global Initiative on CEPA. In addition to requesting the Executive Secretary to develop a communication strategy for the Secretariat (paragraph 4(e)), the annex to the decision also contains the programme elements for the Global Initiative. The main components of this work programme are:

- Programme element 1: *"Towards a global communication, education and public awareness network"*. Stimulating and coordinating networks composed of new information technologies and traditional communication mechanisms.
- Programme element 2: *"Exchange of knowledge and expertise"*. Exchanging knowledge and expertise among professionals, enhancing development, and innovation on CEPA.
- Programme element 3: "*Capacity building for communication, education and public awareness"*. Developing capacity of the Parties to market biodiversity to other sectors and mainstream biodiversity into the work of other sectors.

Cost estimates for CEPA activities were reflected in Decision V1/29, Table 3: Special Voluntary Trust Fund for additional voluntary contributions in support of approved. Parties have been urged by the COP to propose projects to the financial mechanism which promote measures for implementing Article 13. (Decision IV/10, B, paragraph 9).

Decisions on this Article (Decisions VI/19 & VII/24) urge parties to place special emphasis on Article 13 in the development of their national strategies and plans, presenting specific actions for Parties in the implementation of the *Global Initiative on CEPA* (work programme). The main components of this work programme are:

Accordingly, Parties are encouraged to propose to the financial mechanism of the CBD - the Global Environmental Facility (GEF) - projects which promote measures for implementing Article 13. Cost estimates for CEPA activities were reflected in Decision VI/29, Special Voluntary Trust Fund (BE) for additional voluntary contributions in support of approved activities for the biennium 2003-2004.

Though the CBD has no official CEPA National Focal Points, the general National Focal Points may help with CEPA implementation. The Secretariat is developing a roster of CEPA experts. The Convention recognises the need to develop the

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[3] The first meeting of the CBD/UNESCO consultative expert group was held in Paris, France in July 2000. The second meeting was held in November 2000, in Bergen, Norway and the third was held in November 2001, in Bilbao, Spain.

capacity of Parties (including Focal Points) to use CEPA as an instrument to market and mainstream biodiversity with other sectors. For this purpose, the CBD has developed a CEPA web site/portal to help Contracting Parties understand the CEPA work programme and implement CBD CEPA priority activities/action plans. Additionally, a key component of the CBD Global Initiative on CEPA is work towards a global CEPA network, exchanging CEPA knowledge and expertise among professionals.

Now underway is the convening of an informal advisory committee (IAC) on CEPA at the next meeting of the CBD Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA). This committee will further develop the CEPA work programme for in-depth consideration at COP 8, Brazil 2006, at which the Executive Secretary is also to report on progress in implementing the identified priority activities in the CEPA programme of work.

CBD Links
- For more information on the Biodiversity Convention: http://www.biodiv.org/default.aspx
- The CBD CEPA website / portal: www.biodiv.org/programmes/outreach/cepa/home.shtml
- For information on the CBD National Focal Points: http://www.biodiv.org/decisions/ default.aspx?m=COP=07&id=7761&Ig=0

United Nations Framework Convention on Climate Change (UNFCCC)

Article 6 deals with education, training and public awareness, encompassing public access to information, public participation and international cooperation.

A flexible framework for national action on CEPA issues (though "CEPA" is not part of the Convention language) is provided by the UNFCCC *New Delhi Work Programme on Article 6 of the Convention*, agreed by COP 8 in New Delhi in 2002. It provides an open list of activities for implementation at the national level, invites intergovernmental organisations (IGOs) and NGOs to specific actions and encourages Parties to make full use of the funding commitment documented in the Marrakech Accords and offered by the financial mechanism of the Convention– the Global Environmental Facility (GEF)–to support implementation of the five year work programme.

There are Article 6 activity reporting guidelines for use by Parties who are encouraged to report on their programmatic responses to the work programme and to provide information on progress achieved in supporting its implementation. These reports will contribute to the interim and full review processes (2004 and 2007 respectively). At the regional level, workshops foster the implementation of Article 6 (Belgium, Gambia, Thailand, Uruguay) and enable information exchange and cooperation between Parties working on these issues and an Information Network Clearing House (in development) will further contribute to this process.

All Parties have been invited to designate a national focal point for Article 6 activities and to inform the Secretariat accordingly. Officially there are only two

CEPA focal points–one for Belgium and the other for Bulgaria–although, unofficially, there are others. Parties have been asked to designate these officially by COP 10 (December 2004).

As part of the interim review process, Inter- governmental Organisations (IGOs) and NGOs are encouraged to communicate to the Secretariat (by September 2004) their programmatic responses to the New Delhi work programme and to provide information on progress achieved in supporting its implementation. It is requested that the Secretariat make this information available to the Subsidiary Body of Implementation (SBI) at its 21st session. Following the Intermediate Review of the work programme at COP 10, December 2004, the COP will review it fully in 2007.

UNFCCC Links
  - UNFCCC website: http://unfccc.int/
  - New Delhi work programme on Article 6 of the Convention (Decision 11/CP.8): http://unfccc.int/cop8/latest/14_cpl3_sbstal23add1.pdf

Ramsar Convention on Wetlands

The first work programme of actions for promoting wetland CEPA was adopted at COP 7, covering the period 1999-2002 (Resolution, VII.9). Following review of the first programme at COP 8, Valencia 2002, the Convention's *Programme on Communication, Education and Public Awareness (CEPA) 2003-2008* was adopted with *Resolution VIII.31.* The guidelines adopted with the Resolution commit both the Ramsar Secretariat and the Contracting Parties to a number of activities to promote wetland CEPA.

With the vision, "People acting for the wise use of wetlands", the general objectives of the Ramsar CEPA programme are gaining acceptance of the value and effectiveness of wetland-related CEPA processes at all levels throughout the convention; providing support and tools for the effective national and local implementation of wetland-related CEPA activities; and mainstreaming the wise use of wetlands within society and enabling people to act. The guidelines identify 38 actions for achieving these objectives, addressed to responsible bodies (Parties) of the Convention to implement or assist in implementation.

The guidelines call for recognition from the Standing Committee of the critical cross-cutting role that CEPA plays in the work of the Convention, as well as the establishment of a Scientific Technical Review Panel (STRP) Expert Working Group on CEPA. In April 2003, the STRP agreed to the establishment of a CEPA Specialist Group within Wetlands International to help implement the Ramsar CEPA Resolution and assist/advise the STRP Working Groups so that CEPA is integrated into all future Ramsar guidelines. The CEPA Specialist Group is now up and running with a work plan.

Ramsar Contracting Parties are required to designate both National CEPA Focal Points from the government and an NGO. This is seen as a powerful asset for the implementation of the CEPA Resolution and these Focal Points have a pivotal role

to play in national CEPA reviewing and action planning for wetland CEPA. They are key points of contact between the Secretariat and the Contracting Parties for CEPA issues, as well as between the 138 Contracting Parties. As of August 2004, there are 94 governmental and 79 NGO Focal Points.

In terms of CEPA Action Plans, there are National CEPA Action Plans from Australia, Germany and Hungary; a Catchment Action Plan from Australia; a Supra-National Action Plan from West Africa; A Supra-National Communications Plan for Med Wet; and at least 24 countries have Task Forces that are moving ahead with strategic planning of wetland CEPA, while others work through their National Ramsar committees.

Within the Ramsar website is the CEPA mini-website–a clearing house for resource materials (including the exchange of news, views, CEPA tools, information etc) launched in April 2001 along with un-moderated CEPA e-lists open to all interested in wetland CEPA. All CEPA Focal Points are members of at least one list.

Wetland Education Centres are identified in the CEPA guidelines as key locations for delivering wetland CEPA, and networks of centres are being developed.

In terms of synergies, Ramsar has 27 Memoranda of Understanding (MOUs), Memoranda of Cooperation (MOCs) or Protocols with other Conventions, International Organisations and NGOs. MOCs with CBD and UNESCO-MAB (Man and the Biosphere programme) have led to Joint Work Plans which include CEPA activities.

Further implementation success depends on many things, foremost of which are: recognition by the Contracting Parties) of the importance of CEPA as a tool for wetland wise use, and their willingness to support and fund CEPA implementation in their own countries; funding support for the Secretariat to effectively implement the CEPA Resolution and work interactively with other conventions and partners as well as the Parties; capacity building for the CEPA Focal Points (such as regional training workshops); and funding support for the education centre network.

Moreover, the COP 8 Resolution recognises the emerging CEPA work programmes of the CBD and UNFCCC and asserts that these CEPA programmes can add value to one another, especially in sharing knowledge about how to undertake effective CEPA programmes. Contracting Parties have different representatives from different ministries for the various conventions. Connecting work and experts in these areas presents an opportunity to create cooperative work on implementation at the national level. Under Ramsar, CEPA and participatory management resolutions are separate and, even though the participatory guidelines are referred to in the CEPA Resolution, this is recognised as a weakness.

Ramsar Links
- Ramsar CEPA website: http://www.ramsar.org/outreach_index.htm
- List of nominated wetland CEPA focal points in Ramsar Contracting Parties:
  http://www.ramsar.org/key_nfp_cepa.htm
- The Convention's Programme on communication, education and public awareness (CEPA) 2003-2008:
  http://www.ramsar.org/key_res_viii_31_e.htm
- Resolution VII.8 Participatory management guidelines:
  http://www.ramsar.org/keyres708e.doc

United Nations Convention to Combat Desertification [4] (UNCCD)

Article 19 is devoted to capacity building, education, and public awareness in the UN Convention to Combat Desertification. The Programme and Budget for the Biennium 2004-2005 submitted to the last COP (Havana, 2003) says:

"Paragraph 54: Public awareness: In the forthcoming biennium the secretariat will continue to facilitate communication with and among Parties in combating desertification. In order to do so it intends to develop its information strategy further, to strengthen its outreach capability and to provide support in the dissemination of information to affected country Parties upon request.

Paragraph 55: In the forthcoming biennium, the secretariat intends to focus on the dissemination of information to new interest groups. It will engage in the collection and dissemination in different languages of success stories in collaboration with governments, NGOs, and international organisations, for use as a resource book. Interrelations among desertification, biodiversity and climate change, as well as food security and poverty, will come into sharper focus. Specific media outreach tools with quantitative and qualitative data would continue to be produced and updated. Furthermore, additional copies of the UNCCD information kits in all the official languages will be reprinted."

UNCCD Link
- UN Convention to Combat Desertification home page:
  http://www.unccd.int/

The United Nations Economic Commission for Europe (UNECE) Convention on Access to Information, Public Participation in Decision Making and Access to Justice in Environmental Matters (Aarhus Convention)

Adopted in June 1998 at the 4th Ministerial Conference in the "Environment for Europe" process, the Convention entered into force in October 2001.

The Aarhus Convention establishes and grants the public (citizens and their associations) rights and imposes on Parties and public authorities (at national,

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[4] Information supplied by Delmar Blasco

regional and local levels) obligations regarding access to information, public participation and access to justice, thereby allowing these rights to become effective.

Since signing the Convention in 1998, the European Union (EU) has taken important steps to update existing legal provisions in order to meet the requirements of the Aarhus Convention by means of legislation directed to the Member States, but also for its own institutions. In particular, two directives concerning public access to environmental information (Directive 2003/4/EC) and public participation in environmental decision making (Directive 2003/35/EC) were adopted by the European Parliament and the Council in 2003. These directives have to be implemented in national law by June 2005 at the latest. (Additional provisions are to be found in Directives 2001/42/EC (2001) and 2000/60/EC (2000). Provisions on Access to Justice are contained in the above-mentioned Directives 2003/4/EC and 2003/35/EC). Furthermore, UNECE has adopted a *proposal for a directive on access to justice* to fully address the requirements of the Convention on access to justice in environmental matters. It will contribute to the implementation of the Aarhus Convention and fulfil the shortcomings in controlling the application of environmental law.

In order to ensure compliance with the Convention at the European Community institution level, the Commission has adopted a *proposal for a Regulation applying the Aarhus Convention to the EU institutions* and bodies. This legislative instrument will apply the three 'pillars' of the Aarhus Convention to the European Community institutions and bodies.

Aarhus Links
- UNECE Aarhus website: http://www.unece.org/env/pp/
- Convention Clearing House: http://aarhusclearinghouse.unece.org/
- Convention text: http://www.unece.org/env/pp/documents/cep43e.pdf
- Links to the Directives: http://europa.eu.int/comm/environment/aarhus/

The Convention on the Conservation of European Wildlife and Natural Habitats (Bern Convention)

The Convention aims to ensure conservation of wild flora and fauna species and their habitats. Special attention is given to endangered and vulnerable species, including endangered and vulnerable migratory species specified in appendices. The Parties undertake to take all appropriate measures to ensure the conservation of the habitats of the wild flora and fauna species. Such measures should be included in the Parties planning and development policies and pollution control, with particular attention to the conservation of wild flora and fauna. The Parties undertake to promote education and disseminate general information concerning the need to conserve species of wild flora and fauna and their habitats. The Convention establishes a Standing Committee on which the Parties are represented by their delegates. The Committee's principal task is to monitor the provisions of this Convention in the light of development of the wild flora and the assessment of its needs. For this purpose, the Standing Committee is especially competent to make recommendations to the Parties and amendments to the

appendices where these protected species are specified. There have been 45 ratifications of the Treaty.

Bern Links
- The text of the Treaty is at:
  http://conventions.coe.int/Treaty/EN/cadreprincipal.htm

Natura 2000

Natura 2000 is an ecological network based on two Directives[5] that aim to conserve European wildlife through the protection of sites and species. The *1979 Birds Directive* and *1992 Habitats Directive* legally bind Member States of the European Union to identify sites of European importance and put in place a special management plan to protect them. States are compelled by the Directives to combine long-term preservation with economic and social activities, as part of a broader sustainable development strategy. Protected sites make up the *Natura 2000 network,* the cornerstone of EU nature protection policy, which benefits from a specific financial instrument: the LIFE-Nature fund. Although the Directives are not CEPA specific, Articles within them note Supplementary provisions relating to CEPA.

The main aim of *The 1992 Habitats Directive/Council Directive 92/43/EEC* of 21 May 1992 is to promote the maintenance of biodiversity, taking into account economic, social and cultural requirements and regional and local characteristics, whilst making a contribution to the general objective of sustainable development. This goal should be "reached by measures taken to maintain or restore, at favourable conservation status, natural habitats and species of wild fauna and flora of Community interest" (Article 2(2) of the *Habitats* Directive). It recognises "education and general information relating to the objectives of this Directive are essential for ensuring its effective implementation" (preamble).

Site specific management plans, as well as those integrated into other development plans, are recommended for Member States (Article 6.1). Obtaining the opinion of the general public is specified (Article 6.3) and "imperative reasons of over-riding public interest, including those of a social or economic nature" feature (Article 6.4).

Supplementary provisions outlined in Article 22 include "proper consultation of the public concerned" regarding the re-introduction of species at a favourable conservation status (Article 22.a) and the promotion of "education and general information on the need to protect species of wild fauna and flora and to conserve their habitats" (Article 22.c).

Every six years, Member States are to report on implementation measures taken under the Directive and these reports are to be forwarded to the European Commission and made accessible to the public (Article 17.1). Thus, Member

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[5] Council Directive 79/409/EEC on the conservation of wild birds and Council Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora.

States have CEPA obligations. However, details about implementation, such as information on communicating with stakeholders and participatory planning is scattered through various documents[6] and, despite the European Union website, it is not always easy to find. This is an opportunity for further work, especially as there is no doubt that, as countries are preparing their Natura 2000 listings for submission, public reaction is indicating that designations have often been made without the effective use of CEPA to engage people in the decision making process. The enlargement of the EU has posed further opportunities and challenges in the European Union's nature conservation and biodiversity efforts; ensuring the wildlife riches of the new Member States are conserved is a major challenge for policy makers in the years ahead.

Natura 2000 Links
- Habitats Directive:
  http://europa.eu.int/comm/environment/nature/nature_conservation/
  eu_nature_legislation/habitats_directive/index_en.htm
- Birds Directive:
  http://europa.eu.int/comm/environment/nature/nature_conservation/
  eu_nature_legislation/birds_directive/index_en.htm
- Document on Communicating Natura 2000:
  http://europa.eu.int/comm/environment/nature/nature_conservation/
  natura_2000_network/communicating_natura_2000/
  strategy_communicating/index_en.htm

The United Nations Economic Commission for Europe (UNECE) Strategy for Education for Sustainable Development (ESD)

Though not legally binding, the Pan-European UNECE[7] (United Nations Economic Commission for Europe) Strategy for Education for Sustainable Development (ESD) covers many CEPA interests, dealing with formal, non-formal and informal education. It calls for stakeholder involvement in the preparation and implementation of ESD action plans with linkages to the CEPA chapters of MEAs.

> *"The aim of this Strategy is to encourage UNECE member States to develop and incorporate ESD into their formal education systems, in all relevant subjects, and in non-formal and informal education. This will equip people with knowledge of and skills in sustainable development, making them more competent and confident and increasing their opportunities for acting for a healthy and productive*

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[6] For example (1) "*Managing Natura 2000 sites – The provisions of Article 6 of the 'Habitats' Directive 92/43/EEC*" which "aims at a better understanding of Community legislation by the citizens" (pp4), (2) the "*Natura 200 and forests 'Challenges and opportunities' – Interpretation guide*" which discusses stakeholder consultation, and (3) the "*Sustainable tourism and Natura 2000 – Guidelines, initiatives and good practices in Europe*" for managers and stakeholders to promote sustainable tourism.

[7] In October 2003, UNECE's Committee on Environmental Policy discussed the proposal on the *Framework for the Post-Kiev Work on Education for Sustainable Development* and set up a Task Force on Education for Sustainable Development to develop the *Draft UNECE Strategy for Education for Sustainable Development.* (Drafting group: UNECE, Sweden, Russia, Armenia, Greece, UK, Czech Republic, Kazakhstan, Netherlands, ECO-Forum).

> *life in harmony with nature and with concern for social values,*
> *gender equity and cultural diversity" (Draft UNECE Strategy for*
> *ESD).*

In May 2003, UNECE Environment Ministers endorsed the Statement on
Education for Sustainable Development, in which they invited all countries to
integrate sustainable development into their education systems in order to promote
education as a key agent for change. They welcomed the proclamation by the
United Nations General Assembly (December 2002) of the UN Decade of
Education for Sustainable Development (DESD) starting in 2005, and agreed to
take the lead in promoting it regionally. UNECE was invited to develop a strategy
for education for sustainable development in close cooperation with UNESCO
(appointed to prepare a framework for, and support, the introduction and
implementation of the Decade on ESD), the Council of Europe (a platform for
Ministers of Education to meet on this topic) and other relevant sectors.5 This
initiative is expected to provide a substantial regional[8] contribution to the UN
Decade on Education for Sustainable Development.

The *Draft UNECE Strategy for Education for Sustainable Development*
document was finally amended and approved by the Task Force at its Second
Regional Meeting on ESD at a 15-16 July 2004 in Rome. It is a consensus and
guidance document and is not legally binding. It is directed at states and calls on
them to prepare national implementation plans, involving stakeholders in their
development. The Strategy sets out a vision, aims and objectives, scope, principles,
implications for education, framework for implementation, timetable and
evaluation.

The objectives of the Strategy, and key suggestions for action, are:

(a) Ensure that regulatory and operational frameworks support ESD;
(b) Promote and develop SD through formal, non-formal and informal learning;
(c) Equip educators with the competence to include SD in their teaching;
(d) Ensure that adequate tools and materials for SD are accessible;
(e) Promote research on and development of ESD; and
(f) Strengthen cooperation on ESD at all levels within the UNECE region.

Whereas the Strategy is addressed to governments - motivating advising them on
how to develop policies and practices that incorporate sustainable development into
education and learning - UNECE can only provide a framework and make
suggestions for actions. Central is the responsibility of governments to work out
National Implementation Plans (or Action Plans) under the joint leadership and
shared responsibility of Ministers of Environment and Ministers of Education, and
with close cooperation with other state bodies/public authorities and stakeholders.
(Note that the initiative has been driven from the environment sector.) All relevant
stakeholders should be involved in developing national implementation plans
through participatory approaches (some countries already have structures and
mechanisms in place).

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[8] N.B. Larger than Europe/EU – also USA, Canada, Israel, Turkey, Central and Eastern Europe
(former USSR states) etc.

In relation to other CEPA initiatives, countries should identify their existing obligations regarding communication, education and public participation and awareness-raising in international environmental and other relevant agreements in order to address these in a coherent manner through ESD. The Strategy supports the implementation of the communication, education, public-participation and awareness-raising provisions of multilateral environmental and other relevant agreements. It could also support the implementation of Principle 10 of the Rio Declaration (on Environment and Development) and of the Aarhus Convention by promoting transparent, inclusive and accountable decision-making.

Key actions could be to strengthen existing regional and sub-regional alliances and networks working on ESD and encourage twinning programmes; use, as appropriate, existing international legally binding instruments such as the Aarhus Convention and other relevant agreements to raise awareness of SD; facilitate the sharing of good practices, innovations and information of national experiences and projects in development cooperation on ESD-related issues, for example, using ICT tools and developing a web site hosted by UNECE; and include ESD in relevant bilateral and multilateral programmes.

ESD Links
- The official site of the UNECE process on ESD:
  http://www.unece.org/env/esd/welcome.htm
- The UNECE Draft Strategy for ESD:
  http://www.unece.org/env/documents/2004/cep/ac.13/
  cep.ac.13.2004.8.rev.1.e.pdf

The Pan European Biological and Landscape Diversity Strategy (PEBLDS)

At the third 'Environment for Europe'[9] Conference in Sofia, Bulgaria, 1995, all 55 country governments of the United Nations Economic Commission for Europe (UNECE) endorsed the Pan European Biological and Landscape Diversity Strategy (PEBLDS), supported by a large number of international governmental and non-governmental organizations. The PEBLDS was initiated by the Council of Europe and the strategy drafted by a team of governments, European Centre for Nature Conservation, IUCN and World Monitoring Centre, and the Institute for Environmental Policy. The Council of Europe now forms a joint Strategy Secretariat with United Nations Environment Programme (UNEP) Europe. The PEBLDS Council is the coordinating body.

PEBLDS is an approach to stop and reverse the degradation of biological and landscape diversity in Europe, promoting the integration of biological and landscape diversity considerations into social and economic sectors.

PEBLDS reinforces the implementation of Biological and Landscape diversity protection measures, introducing a coordinating framework for mobilizing,

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[9] The 'Environment for Europe' process is a political framework for cooperation on environmental protection in Europe. It regularly brings together Environment Ministers at pan-European conferences to formulate environmental policy, as well as all organizations and institutions working with environmental issues in the region – including NGOs.

strengthening and building on existing initiatives and programmes. It promotes a consistent approach and common objectives for national and regional action to implement the Convention on Biological Diversity.

PEBLDS does not aim to introduce new legislation or programmes, but to fill gaps where initiatives are not implemented to their full potential or fail to achieve desired objectives, identifying additional actions that need to be taken over the next two decades.

The Strategy seeks to increase public participation in, and awareness and acceptance of, conservation interests. PEBLDS has the following CEPA objective:

> *Improved information on, and awareness of, biological and landscape diversity issues, and increased public participation in actions to conserve and enhance such diversity.*

Accordingly, "in order to change how society things and works in relationship to biological and landscape diversity", a mechanism used by the Strategy *is "public awareness/participation, such as education, training and public awareness campaigns, appropriate use of the mass media, and public-private-partnership in land ownership and land management".*

One of the PEBLDS' Action Plans is on Participation and Awareness.

In 2003 at the fifth Ministerial Conference "Environment for Europe", Kyiv, Ukraine, key biodiversity and landscape targets were adopted in the "Kyiv Resolution on Biodiversity", submitted by the PEBLDS Council. Within this is the following key target:

> *By 2008, at least half of the countries in the pan European region are implementing national Communication, Education and Public Awareness action plans, in line with the CBD's Global Initiative on Communication, Education and Public Awareness, in order to communicate biodiversity and landscape policies and to increase multi-stakeholder participation, particularly indigenous and local communities, in their implementation.* ECE/CEP/108

PEBLDS links
- Overall website for the PEBLDS: http://www.strategyguide.org/
- The Kyiv Biodiversity Resolution is at the UNECE site: http://www.unece.org/env/proceedings/files.pdf/Item%209/9Documents/ece.cep.108.e.pdf

Countdown 2010 Initiative

The IUCN (and PEBLDS) inspired Countdown 2010 initiative, CEPA activities are key actions at the heart of its mission to join the efforts of diverse organisations, key decision makers, and civil society to halt the loss of biodiversity by 2010 (the subject of several key global and pan-European agreements).

In Malahide, 25 May 2004, a campaign "Countdown 2010", coordinated by the IUCN Regional Office for Europe, was launched at a joint meeting of the Irish Presidency of the EU. The goal of halting the loss of biodiversity by 2010 is the subject of several key international agreements - both global and pan-European[10]. Countdown 2010 acknowledges that only through joining the efforts of diverse organizations can the 2010 target to 'halt the loss of biodiversity' be achieved.

The goal of the initiative is that:

> "*All European governments and key sectors of civil society have taken all necessary actions to halt the loss of biodiversity by 2010.*"

The three objectives to which all Countdown activities will contribute are:

1. Implementation of all existing relevant legislation and international commitments encouraged and enabled.
2. All other necessary actions, in particular the Message from Malahide and Kiev Resolution on Biodiversity, are fully implemented.
3. The level of achievement of the 2010 commitments is clearly demonstrated.

IUCN's Regional Office for Europe hosts the secretariat for the initiative, and is organising highly focused action on a limited number of areas that are crucial to the success of the objective. This action will be undertaken in collaboration with partners such as the European Institutions, WWF, the EEA, BirdLife International, and the Council of Europe. IUCN aims to raise public and stakeholder awareness for the 2010 commitments.

Suitable themes for activities include:

- the development of biodiversity indicators;
- securing the political will and support of governments and political parties;
- making international trade, industry, and fisheries rules work for biodiversity conservation;
- landscape protection;
- financing biodiversity conservation.

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[10] At the Gothenburg European Council in September 2001, the EU Heads of State committed to halting the loss of biodiversity by 2010 and made this a goal in the European Union Strategy for Sustainable Development;
In the European Community's Sixth Environment Action Programme for the period 2001-2010, a strategic objective is to halt the loss of biodiversity both within the European Union and on a global scale by 2010. This objective is to be realised through the full implementation of existing legislation and programmes and a series of new cross-sectoral actions;
In April 2002, the Parties of the Convention on Biological Diversity acknowledged that biodiversity is declining at an alarming rate and resolved to strengthen their efforts to put in place measures to halt biodiversity loss at the global, regional, sub-regional, and national levels by the year 2010;
The UN World Summit on Sustainable Development, held in Johannesburg in September 2002, endorsed in its Plan of Implementation the achievement of a significant reduction in the current loss of biodiversity by 2010. The Summit agreed on nineteen actions as a means of achieving this objective;
The resolution of the Fifth Environment for Europe Ministerial Conference, held on 21-23 May 2003 and involving over 50 Eurasian states, reiterates the objective to halt the loss of biodiversity at all levels by the year 2010 through a wide range of pan-European actions.

It may later prove feasible to extend the initiative to other regions of the world, drawing on their specific needs and experiences. Further, a global forum could be instituted as part of the 2010 process in order to place the Countdown in a global context and disseminate the results.

The principles of CEPA are central to generating impetus for all "necessary actions" to be taken by civil society and European governments to meet the target of halting the loss of biodiversity by 2010. Countdown 2010 will act as an independent communications and technical support instrument that profiles the importance of the 2010 targets in a Pan-European context, monitors the progress of the implementation of these targets via highly visible actions, and provides state of the art expertise on policy implementation. Countdown 2010 focuses on the Kiev Biodiversity targets, the Malahide targets, and the CBD Programme of Work on protected areas.

Countdown 2010 Links
- http://www.countdown2010.net
- http://www.iucn.org/places/europe/rofe/rofe_at_work/countdown.htm

Ministerial Declaration – Environment for Europe 2003

In addition to the above Conventions, agreements, strategies and initiatives, the following Ministerial Declaration may be of use to argue for support and to position CEPA work nationally and regionally. Containing several references to CEPA, the Declaration was made by Ministers for the Environment within the United Nations Economic Commission for Europe (UNECE) region. As part of the 'Environment for Europe' process, the Declaration was made in Kyiv, Ukraine, 2003. Key paragraphs follow:

"*We, the Environment Ministers and Heads of delegation from 51 countries in the UNECE region and the Representative of the European Commission, met at Kiev, Ukraine, from 21 to 23 May 2003, in the fifth of a series of Ministerial Conferences held as part of the "Environment for Europe" (EfE) process.*

In giving support for the multilateral environmental agreements and support for the Convention on Climate Change.

19. We further note that legally binding agreements alone will not suffice to guarantee
environmental protection and a comparable level of their implementation throughout the region. Countries need to establish clear objectives, set realistic specific time frames and coherently apply the most cost-effective policy instruments. Economic instruments, voluntary approaches and information and participation instruments have to be more widely and effectively used to promote integration of environmental considerations across the region.

Participation

37. *We encourage all States to take steps to promote good governance, transparency and accountability and to enhance the role of the public in decision- making processes, inter alia through capacity-building measures aimed at implementing principle 10 of the Rio Declaration.*
Today, we reaffirm our commitment to that principle and underscore the importance of having legislative and regulatory frameworks in place to provide access to environmental information, public participation in environmental decision- making, and effective access to judicial and administrative proceedings in environmental matters at the national level.

Biodiversity

56. *We recognize the efforts made so far by the Pan-European Biological and Landscape Diversity Strategy (PEBLDS) in its emerging role as an important instrument for the implementation of the Convention on Biological Diversity in the pan-European region and as a vehicle for promoting the integration of biodiversity and landscape concerns in all relevant horizontal and sectoral policies. We, the Ministers and Heads of delegation of States participating in the PEBLDS process, endorse the Resolution on Biodiversity submitted by the PEBLDS Council and we commit to achieving the nine targets for halting the loss of biodiversity by 2010 through national efforts and regional cooperation. In doing so we highlight as key issues for Europe: forests and biodiversity, agriculture and biodiversity, the Pan-European Ecological Network, invasive alien species, financing of biodiversity, biodiversity monitoring and indicators, and public participation and awareness.*

Environmental education

58. *We recognize that education is a fundamental tool for environmental protection and sustainable development and that environmental education has increasingly addressed a wide range of issues included in Agenda 21. We invite all countries to integrate sustainable development into education systems at all levels, from pre-school to higher education and non- formal as well as informal education, in order to promote education as a key agent for change. We welcome the proclamation by the United Nations General Assembly, at its 57th session (December 2002), of the United Nations Decade of Education for Sustainable Development starting in 2005, and will take the lead in promoting it regionally in cooperation with the United Nations Educational, Scientific and Cultural Organization (UNESCO) and other relevant organizations. We endorse the Statement on Education for Sustainable Development and invite Education and other relevant Ministers to take an active part in the development, in close cooperation with UNESCO, of the Strategy for Education for Sustainable Development by 2005.*

Ministerial Declaration link:
- ECE/CEP/94/Rev.1 The full Declaration can be seen at:
  http://www.unece.org/env/proceedings/files.pdf/Item%2014$15/
  14&15Documents/ece.cep.94.rev.1.e.pdf

This article draws on the contributions of several presenters in Valsaín who explained the MEAs and European instruments and members of the Secretariats of the Conventions including:

- *Convention on Biological Diversity*: Ms Maite Martin-Crespo, Ministerio de Medio Ambiente, Dirección General de Conservación de la Naturaleza, Madrid, Spain; Bob Kakuyo, Secretariat Convention on Biological Diversity, Montreal Canada; Mr Delmar Blasco, Director, C&N - Comunidad y Naturaleza, Girona, Spain;
- *Natura 2000*: Ms Branka Hlad, Advisor to the Director, Ministry of Environment, Spatial Planning & Energy Environmental Agency of RS, Ljubljana, Slovenia;
- *Climate Change*: Mr Francisco (Paco) Heras, Coordinador Area Educativa, Centro Nacional de Educación Ambiental, Valsaín, Spain; Ms Laurence Pollier, Secretariat UNFCCC, Bonn, Germany;
- *Ramsar – Wetlands*: Ms Sandra Hails, CEPA Programme Officer Ramsar Convention on Wetlands, Gland, Switzerland;
- *Aarhus Convention*: Ms Susana Drake, Head of the Information Unit, Ministerio de Medio Ambiente, Madrid, Spain; Aarhus: Ms Ella Behlyarova, Environmental Affairs Officer, Environment and Human Settlements Division, Economic Commission for Europe, Palais des Nations, Geneva, Switzerland.

The Pivotal Role of Communication, Education, Participation, and Awareness (CEPA) in the Environmental Conventions
The proposed role of CEC in promoting synergies among four global MEAs

Delmar Blasco, Director, C&N (Community and Nature), Spain

Most of the multilateral environmental agreements (MEAs) have by now adopted resolutions and programmes on CEPA. Ultimately, all of them have the same goal: to make people more aware of environmental problems, change behaviour, and generate support for the work that is being done on these issues at the local, national, and international levels. Unfortunately, each MEA is trying to implement "its" CEPA work in isolation from the other MEAs, duplicating efforts and, to some extent, creating confusion in peoples' minds by not showing the connections that exist among the issues addressed by different MEAs.

With this in mind, it is proposed that the IUCN Commission on Education and Communication (CEC) considers launching a major programme on *Promoting synergies among major global MEAs through CEPA*.

The programme would fall into the Key Result Area (KRA) 4 of the draft IUCN Programme 2005-2008 devoted to *International Agreements, Processes and Institutions for Conservation*, with the aim of "promoting and supporting effective, efficient and equitable biodiversity conservation internationally".

The relevant results to be achieved under this proposed KRA are:

1. *Knowledge:* Improved understanding of how international arrangements can support more efficient, effective and equitable biodiversity conservation and sustainable development.
2. *Empowerment:* Enhanced capacities of decision-makers to understand and promote the relevance and effectiveness of international arrangements that impact on biodiversity conservation.
3. *Empowerment:* Enhanced participation of all relevant actors in the development, implementation, review and adaptation of international arrangements that impact on biodiversity conservation.
4. *Governance*: Improved relevance and effectiveness of international environmental arrangements.

The multilateral environmental agreements that would be covered by the programme[1] are:

- The Convention on Biological Diversity (CBD)
- The UN Framework Convention on Climate Change (UNFCCC)
- The UN Convention to Combat Desertification (UNCCD)
- The Convention on Wetlands (Ramsar)

These four MEAs have a number of bilateral Memoranda of Understanding/ Cooperation and joint work plans which cover CEPA issues to some extent. However, true synergies among these MEAs in general, and on CEPA in particular, are far from being effective and efficient at the global level. At the national level, the situation may be even worse, with very few Parties having undertaken serious efforts to apply the Conventions in a coordinated manner. CEPA activities are generally weak and disperse.

Being that CEPA is an issue that is generally perceived as non-threatening, CEC could have a significant role to play in contributing to:

1. Increasing education and decision-makers' capacity to address the interrelated issues covered by the four MEAs;
2. Promoting more effective synergies in the implementation of the four MEAs at the global, regional and national level.

In addition to the secretariats of the four MEAs, key partners for such a programme would be UNEP and UNESCO. The avenue to propose a programme of this nature could be the Joint Liaison Group (JLG) that brings together the three Rio Conventions (CBD, UNFCCC and UNCCD) and Ramsar as an invited observer.

Another avenue could be the Environmental Management Group (EMG), established by the UN General Assembly at its 53rd Session in 2000, and chaired by the Executive Director of UNEP. The EMG focuses on environment and human settlement issues in the context of the linkages between environment and development. The most important goal of the EMG is to achieve effective coordination and joint action at the UN system-wide level and the secretariats of MEAs in key areas of environment and human settlements. Environmental education was the first issue addressed by the EMG when it was established.[2]

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[1] See background information on these Conventions in the article on Multilateral Agreements and CEPA

[2] Points were included in the original version of this article on CEPA in CBD; UNFCCC; Ramsar; and Desertification. They have now been included in the article on the Conventions.

CEPA in Switzerland and the Netherlands:
Some views on national implementation of CEPA

Elisabeth Auchincloss, Wendy Goldstein, and Nathalie Zulauf[1]

Introduction

This paper presents preliminary results of brief research into efforts, in Switzerland[2] and the Netherlands[3], to use communication, education, participation and awareness (henceforth CEPA) in order to achieve national[4] and international environmental objectives.

Switzerland and the Netherlands are Contracting Parties to several environmental conventions, including the Ramsar Convention on Wetlands, the Convention on Biological Diversity and the United Nations Framework Convention on Climate Change. Additionally they are supporters of other multilateral environmental agreements (henceforth MEAs) such as the Pan-European Strategy for Education for Sustainable Development (ESD). The governments are urged, and sometimes obliged, to use CEPA. To help the governments, the MEAs often provide MEA-specific CEPA work programmes and other mechanisms designed to stimulate national CEPA efforts. This paper addresses how (and if) these demands translate into CEPA work at the national level.

To begin addressing this issue, select interviews were held with national focal points for the multilateral environmental agreements, other governmental spokespersons and NGO representatives. The preliminary results presented here are by no means a comprehensive or exhaustive report of CEPA work within Switzerland and the Netherlands. Nevertheless, the views presented provide stimulating 'food for thought' on national CEPA work in relation to international policies.

Switzerland

Environmental policy: legislation and strategies
Switzerland has a long-standing record of national/federal environmental and sustainable development legislation and strategies. Examples include the 1971 Swiss Water Protection Act, the 1987 Rothenthurm Initiative (whereby wetlands –

called mires - protection was written into the Federal Constitution[5]), the 1995 CO_2 strategy (which aims to meet the target set by UNFCCC), the 2002 Sustainable Development Strategy[6] and the Landscape 2020[7] strategy for nature and landscape.

At the same time, Switzerland has long been a Contracting Party to numerous international conventions; yet despite the accompanying obligations, within the environmental agency of the government it is largely 'business as usual' for many when it comes to national work. This is firstly because Switzerland is already so active in the areas addressed by the conventions; and (therefore) secondly because the conventions are often seen more as a tool for international cooperation than as a set of binding national commitments.

One of the greatest values of the Ramsar Convention (and others), according to Meinrad Küttel - Swiss focal point for Ramsar - is the global reach. Each year, for example, Switzerland finances international wetland projects in several African countries including Senegal and Niger, as well as supporting other international initiatives such as conservation conferences in Turkey[8].

At the national level, explains Thomas Bucher - Head of Environmental Education for the Swiss Foundation for Environmental Education[9]:

> *"By accepting the Rothenthurm Initiative, the Swiss citizens put wetland conservation in the Swiss Constitution. Therefore we do wetland conservation because of the obligation in our laws and without feeling obliged by an international convention (Ramsar)..."*

Thus, even though Switzerland has ratified the Ramsar Convention, the national wetland policy is not based on Ramsar and its purpose is not to implement Ramsar *per se*, but to put into practice a policy that first and foremost reflects national priorities. Inevitably, however, these priorities overlap with Ramsar and there are eight Ramsar sites which are also sites of national importance and part of the 'mire landscapes'.

> *"At international conventions... we show how what we are doing is in perfect harmony with the conventions... but we are not doing what we do because of the convention but because of Swiss knowledge. You are not successful if you come from Paris, Montreal or Melbourne saying it has now been decided to do this and you Swiss now have to change your ways and do this because we have decided"* (Bucher).

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[5] Newsletter of the International Mire Conservation Group, Issue 2002/4, December 2002: http://www.ecology.uni-kiel.de/~mtrepel/imcg/imcgnl/nl0204.pdf (as of 1October 2004).

[6] Swiss Federal Council (2002). Sustainable Development Strategy 2002: http://www.are.admin.ch/imperia/md/content/are/nachhaltigeentwicklung/strategie/7.pdf (as of 1 October 2004).

[7] SAEFL (2003). Landscape 2020 – Guiding Principles. Berne: http://www.umwelt-schweiz.ch/buwal/shop/files/pdf/phpXMd08b.pdf (as of 1 October 2004).

[8] 1996, Swiss Agency for the Environment, Forests and Landscape, 'Rapport Ramsar Suisse: Cahier de L'environnnement No 268 Nature et paysage, p. 32.

[9] Swiss Foundation for Environmental Education: http://www.educa.ch/dyn/9.asp?url=19569%2Ehtm (as of 1 October 2004).

At the local, or rather cantonal, level, this situation is again complex. Switzerland, or rather the Swiss Confederation, is governed as a federal republic in which the powers of the central government are restricted and in which the twenty-six cantons retain a degree of self government[10]. Federal environmental policy and legislation are binding, but each canton is responsible for implementation. Just as federal priorities determine federal policy, cantonal priorities determine cantonal policy. Consequently federal policy does not necessarily result in uniform federation-wide action.

So, what of Switzerland's use of CEPA as a tool to meet environmental objectives?

CEPA and international policy

Hand-in-hand with Switzerland's longstanding environmental work is the use of CEPA to achieve objectives – but this is not necessarily apparent at first glance. Within the conventions we find CEPA Articles, programmes of work for implementation at the national level and other mechanisms to encourage and facilitate the use of CEPA (ranging from handbooks and guidelines to e-lists, websites and portals). Within Switzerland we find nothing quite so formal – indeed the national focal point for Article 6[11] of the Climate Change convention describes the work as *"ad hoc"*. He goes on to say:

> *"Just because there is an Article 6 work programme does not imply, automatically, the creation of a specific programme in Switzerland because we have been active in this field already... it's just that the work programme presents the ideas in a more systematic manner...We do not work by putting up a framework – some institutional context – and then move on to working with parties and so on... We are not implementing the Article 6 work programme in a systematic way... There are activities going on, but in a more pragmatic manner... We are contacted by people who have good ideas and then we consider – should we fund this or not? For us, it does not really mean that a lot is changing... except that in a way now we are focusing a bit more on the information flow"* (Nauser).

On behalf of Ramsar, Küttel agrees:

> *"We don't have a national policy on CEPA... we have it in our heads. It's not a written policy... we haven't needed one... not in the form of a programme. When we protect a certain site, then we have communication – we have to discuss with land owners. We don't have anything written that says you have to do it – but we have to do it in reality".*

Ratification of international environmental conventions does not automatically result in replacing national policies and programmes with convention programmes. CEPA work programmes of the conventions do not automatically result in national

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[10] The World Factbook 2004: http://www.cia.gov/cia/publications/factbook/geos/sz.html (as of 1 October 2004).

[11] Article 6 of the UNFCCC deals with education, training and public awareness. It encompasses public access to information, public participation and international cooperation.

CEPA work programmes (such as a Swiss work programme on Article 6 of the UNFCCC, or a Swiss Ramsar CEPA work programme etc.). Rather, CEPA is implemented more informally through existing national legislation and environmental strategies (varying significantly from canton to canton). It should be stressed that this is not to say that the CEPA work undertaken does not accord with CEPA work called for within the convention work programmes; indeed there may be much incidental overlap between national efforts and international requests.

Another point worthy of note is that in the process of exploring views on CEPA work in Switzerland, it was soon apparent that there are many communication, education, awareness raising and participatory activities that have been going on for many years. It was also clear that such activities are not necessarily identified or widely recognized as "CEPA". When posing questions on CEPA work, the tendency to talk about school-based education and mass media prevails. Other important CEPA activity, such as inter-agency dialogue, is rarely identified as such. Consequently it is necessary to take a strategic approach to eliciting information on efforts to stimulate CEPA work.

CEPA and national/federal policy
Although not articulated as a CEPA document, the Swiss Federal Council's *Sustainable Development Strategy 2002* is of great relevance to CEPA work in Switzerland. Emphasizing equilibrium between the three pillars of sustainable development – economy, society and environment – the strategy is was developed by a directorate-level interdepartmental committee (IDARio). Using a participatory process, all the federal agencies were able to contribute as well as cantons, civil society and the private sector. The resulting strategy presents revised guidelines[12] on integrating principles of sustainable development in as many policy areas as possible. Successful implementation is to be promoted through partnership and joint communication efforts, and the Strategy is "intended to provide a starting point for a closer dialogue between the federal government, other public sector bodies, civil society and the private sector, which are to be involved in fleshing out and implementing the measures". As such, it is a guiding document for CEPA. (Moreover, in addition to its broad CEPA relevance, with 'Action area 3' the Strategy overtly specifies the need for concerted efforts to ensure that sustainable development (including the environment) takes root within compulsory education, at universities and in vocational training).

Serving as an information, coordination and discussion platform with regard to all federal activities and processes of relevance to sustainability, IDARio (the directorate-level interdepartmental committee) will hold regular meetings, chaired (on a rotating basis) by various federal agencies. One of these agencies is SAEFL[13] – the Swiss Agency for the Environment, Forest and Landscape. SAEFL is the federal government's centre of environmental expertise and part of the Federal Department of Environment, Transport, Energy and Communications (UVEK). Within SAEFL are Swiss representatives and focal points of the international conventions and other multilateral environmental agreements.

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[12] The Sustainable Development Strategy 2002 refines and extends the policy formulated in 1997.
[13] SAEFL website: http://www.umwelt-schweiz.ch/buwal/eng/info/buwal/index.html (as of 1 October 2004).

SAEFL has its own (CEPA-resonating) strategy – *Landscape 2020* – which provides guiding principles on sustainable development and represents SAEFL's strategy for nature and landscape. "This strategic document provides a technically sound basis for SAEFL's decision making. It is designed as an instrument for cooperation with (and communication is addressed to) federal and cantonal agencies, and also with associations, research and educational establishments, and the various groups that utilize (/have an interest in) nature and landscape," requiring commitment from all parties.

Recognizing that "the involvement of the population is the very basis of democracy (and that) people's ties to their environment are strengthened by being able to take part in the setting of objectives, planning and implementation" the guiding principles state that "careful and continuous monitoring of developments will be essential…(and) a close dialogue between all parties is therefore indispensable." Accordingly programme elements include: improving awareness-raising and public education efforts; intensifying education and training of competent authorities and specialists; strengthening participatory planning instruments; promoting cooperative forms of landscape management.

Drawing on information, participation and cooperation as principles of environmental policy within the framework of sustainable development, 'strategic priorities' for SAEFL in the implementation of the guiding principles are: New approaches, Participation, Protection, Incentives and Support.

In line with both the Sustainable Development Strategy 2002 and Landscape 2020, SAEFL works with other federal agencies to encourage them to integrate environmental issues in their work. Through both formal and informal channels, SAEFL works, for example, with the Swiss Federal Office for Agriculture addressing soil and water problems and with the Swiss Federal Office of Energy on energy and climate.

> *"Climate is not always about energy policy (where you can obviously influence emissions a lot)... it has so many synergies with air protection and with agricultural practices... it also about planning and forestry... about many fields. They need to be aware that what they are doing is relevant to the climate"* (Nauser).

Encouraging such collaborative efforts, a new "climate change information network"[14] is being set up, led by SAEFL's Marcus Nauser (unofficial focal point for Article 6 of UNFCCC). The network will bring together various sectors, environmental agencies of the cantons and representatives of the various divisions of SAEFL, enhancing information exchange through a variety of channels including an internet platform, mail, e-mail, phone and meetings. It aims to "build up the consciousness" of those who may be working on issues relevant to climate change but are not really aware of this relevance. Highlighting good examples of contributions, it will enable partners to articulate opinions and identify potential projects of interest, as well as involving them in the next national report to the UNFCCC.

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[14] Intiated by Markus Nauser, Buwal focal point.

Speaking of the work of the energy agency, Nauser explains:

> *"I am from the environmental agency (SAEFL). I am aware that they (the energy agency) are active in the field of energy efficiency, alternative energy and so on... and of course and I am happy about this because it fits well, I feel, into implementing our commitment under the convention... Within the climate domain itself we have very limited resources so we depend on people from other areas to make use of synergies".*

With CO2 emissions from transportation continuing to impact hugely on climate change, collaboration between agencies dealing with climate change, energy and transport is essential (and duly prioritized in the Sustainable Development Strategy 2002). There are lots of ideas at the level of the UNFCCC, and there is the general conviction that public transport systems should be improved for, as Nauser points out, change in the use of transport will be brought about "not through attempting to convince people to drive less or use another car, but by improving the options that they have to choose from". 'Improving the options' requires communicating with the transport sector and routine contact with other federal agencies.

However, when looking at Switzerland – which has a good public transport system with very high usage – Nauser points out that the important challenge now is not to improve the system but to maintain it at the level it is in the face of threats to cut public expenditure. This, of course, means communication with another audience: decision makers in parliament.

> *"We have cooperation between the agencies on all the projects that are of more general interest... so we all have the opportunity to speak up if we believe that a project could be improved from the point of view of its climate protection and so on. This is not formal; it's just in everyday practice. Through consultation processes between the different ministries we can give our input and come up with our own projects. Of course we have to find some consensus between the different agencies; but then it is a matter of what the parliament will accept or what they will propose themselves. The administration can only propose things and finally it is not up to us to decide what will be put into practice"* (Nauser).

Despite considerable federal level communication and collaboration, little CEPA work with wider audiences is inter-agency.

> *"I would say that, in general, there is not much going on at the communication level that would be coordinated between the different agencies. We do have our reporting for the convention and of course there we collaborate (for example the next report we will deliver to the convention)... and we plan to have another issue that would be more for the Swiss public"* (Nauser).

Within SAEFL's Communication Department, however, there is a service specialized in Environmental Education[15] – headed by Thomas Bucher. This

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[15] SAEFL website > Division Communication > Environmental Education: http://www.umwelt-schweiz.ch/buwal/eng/info/buwal/organisation/abteilungen/abt_kommunikation/komm_u2/aufg_ubild/index.html (as of 1 October 2004).

service is a working group within the agency dedicated to environmental education. Two or three times a year, people from all the different divisions of the agency meet in the Environmental Education coordination group to discuss various topics and strategies. [Yet the Ramsar focal point, Meinrad Küttel, remarked: *"I don't know if there is a climate change representative here in Switzerland... I am only responsible for Ramsar and the World Heritage Convention"*.]

Regarding the draft Strategy for Education for Sustainable Development (ESD) of UNECE (United Nations Economic Commission for Europe) which aims to encourage member states to develop and incorporate ESD into their formal, non-formal and informal education systems[16], the SAEFL's Head of Environmental Education remarked:

> *"We have made a big effort to bring environmental education into schools. We are afraid that speaking about education for sustainable development will confuse everybody as it risks becoming very theoretical, intellectual and not very concrete. Somebody undertaking environmental education is also undertaking education for sustainable development (see article 36 of Agenda 21). Discussing education for sustainable development doesn't bring the children something to touch and feel in the way environmental education can. We are afraid that if we are not careful, all the efforts we've made to introduce environmental education into schools will be obsolete and very good environmental education programmes will be discontinued because people would rather discuss something theoretical than do something in reality, here and now"* (Bucher).

In addition to SAEFL's work with WWF Suisse, Pronatura and Greenpeace (among others), the specialized service encourages NGOs undertaking environmental education, allocating 10-15% of its budget to support relevant CEPA programmes of principal partners: (1) the Swiss Foundation for Environmental Education (FFE-SUB); (2) WWF Training Centre; (3) SANU Training Centre for the Protection of Nature and the Environment; and (4) Silviva Forestry and Environmental Education[17]. These NGOs variously undertake environmental education at school, apprenticeship and advanced professional levels.

As well as working with SAEFL, these NGOs (and others) work with one another. Since the spring of 2004, NGOs and environmental education representatives from each French-speaking canton in Switzerland have met twice in Lausanne to create a network (an initiative of WWF Suisse's Christophe Grand) that discusses future strategies for environmental education.

Relations are good with personal contacts and meetings. Nauser explains *"we know what we are doing with each other and can reinforce efforts. They are active... We don't need to push them"*. Yet Bucher remarks: *"There are sometimes conflicts when we are not all looking in the same direction..."*

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[16] UNECE Strategy for ESD: http://www.unece.org/env/documents/2004/cep/ac.13/cep.ac.13.2004.8.rev.1.e.pdf (as of 1 October 2004).
[17] SAEFL website partenaires principaux: http://www.umwelt-schweiz.ch/buwal/php/druckversion.php?/buwal/fr/fachgebiete/fg_umweltbildung/acteurs/principaux_partenaires/index.html (as of 1 October 2004).

Collaboration with NGOs on CEPA work is undoubtedly valuable when resources are tight, but in a country such as Switzerland, even with numerous active partners, CEPA work is not facilitated by the federal structure. Christophe Grand from WWF Suisse highlighted this point:

> *"I am working with my colleagues from WWF International, my colleagues from WWF Suisse... I am working with people in charge of environmental education in the cantons... and I am working with people in SAEFL. I am working with people who have a lot of different perspectives, different values and different systems... and it's not very easy.*
>
> *I think it is very important to work together... but I think it is also very important to be near to your public and you cannot adapt everything, everywhere, because the mentality is completely different here in the Swiss French part to in the Swiss German part. People think very differently... the approach is very different".*

Nauser similarly stated:

> *"There are some cantons that have very progressive legislation (for example taxing fossil energy and using the funds to promote renewable energy). Basel is such a canton and the reason is mainly that there the population was very mobilized by debate over plans for a nuclear power plant in the area. People became really aware of the necessity to find other ways to produce energy, becoming interested in renewable energy and so on. This is one case of a very productive canton. Zurich has a very progressive legislation as well. Others, of course, have other priorities. You have poor mountain cantons in which the main concern is to maintain their structures, their agriculture and their tourism, so they are not so interested in the issue".*

The federal and cantonal governments support the cantonal environmental departments by providing them with funding. By way of example, the Fachstelle Naturschutz Kanton Zürich – the Canton of Zurich Division for Nature Conservation (within the Canton's Department of Landscape and Nature) – receives 40% of its funding from the Federal government and 60% from the Canton of Zürich. Of this funding, approximately 2% is allocated to CEPA[18] for the protection of nature.

In addition to financial support, the federal government assists the cantons in using CEPA by providing guidelines[19], running training sessions and workshops on special themes, organizing meetings and conducting media outreach. As Küttel points out:

> *"It depends on the needs of the cantons"* and it is very important to recognize this as *"the cantons are important in these things (using*

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[18] Fritz Hirt, focal point for the Canton of Zürich: Survey from 3rd September 2004.
[19] Such as the "Manuel Conservation des Marais en Suisse" for – mires and mire landscapes or marshlands.

CEPA), probably more important than the Confederation because they work on the ground".

At considerable challenge within Switzerland is monitoring and evaluating CEPA work. In part this is to do with the visibility of CEPA efforts:

"Over the last few years there has been the conviction that we don't really need to run any big campaigns... with TV spots and big advertisements. We don't think that this could get us any further than where we are now. This is why there has really been a tendency to target smaller groups. This could be a certain level of school, or special profession. Consequently it is not so visible at the surface. Big campaigns are more symbolic in nature. They may give the impression that the government gives this a lot of importance and wants people to be aware and make certain changes in their habits, but we don't really have this at the moment. It is also my personal conviction that we don't believe that campaigns are a very useful means of changing something..." (Nauser).

In part it is a result of the decentralized federal structure:

"We, at the Federal level, have a limited overview of what is going on as the Swiss political system delegates a great deal of responsibility to the lower levels – the cantons, the cities, the communities – and in that sense it is not always easy to see what is going on. One idea now (that has been the impetus of the Article 6 work programme) is that we try to perhaps define an institution that will help us get this overview and review activities in Switzerland." (Nauser).

In part, a consequence of resources:

"Monitoring, generally, is a difficult issue in the field of communication. Evaluating the effect of measures is, from the point of view of methodology, quite tricky. You make a very big investment, which some people do for good reasons when they run a campaign and they want to know if there has been an impact (for example in the energy agency – when they target the building sector – I imagine that they do some systematic evaluation... that is kind of common practice in that programme as they are a big programme and have the resources to do it). The more pragmatic small things (CEPA interventions)... for example where we support an exhibition on climate change or financially support somebody or a conference... this is not the kind of thing that is monitored and evaluated" (Nauser).

"They have given me, this year, one job... it would be very nice to do it (monitoring and evaluating environmental education work) but I am one person with two hands and two feet and it is not possible. We can't do everything... we have to manage with priorities and evaluating is expensive and takes and enormous amount of time" (Bucher).

The Netherlands

CEPA and National Policy

In the Netherlands, CEPA is regarded as an important mechanism for stimulating change at the national and local level, and the country has an established record of using CEPA instruments to raise awareness and stimulate action around environmental issues. The Netherlands national policy "Nature for People and People for Nature" prioritises the 1) amount of land for nature and 2) the quality of the management of nature. *"I think in third place is how we give nature a place in society and that means that CEPA is important",* says Roel van Raaij, who works in the Ministry of Agriculture, Nature Management and Food Quality and is Secretary for the inter-ministerial project on education for sustainable development.

Peter Bos, the Netherlands focal point for the Convention on Biological Diversity agrees that the perception of CEPA provisions in the Netherlands

> *"…is on the whole not that different to elsewhere. The heart of the issue is that working with scientific knowledge and with management measure etc, is generally seen as being the most important. Education is a supportive activity. On the other hand appreciation has grown, in the Netherlands, of CEPA on many levels. Local authorities that are responsible for all sorts of measures realize a lot of problems can be resolved better with participation and working with society on the basis of shared problems and shared solutions. There is certainly a development to incorporate CEPA in work everywhere, though most nature conservationists will think, first of all, of management, legal protection, and purchase of land as the basic steps necessary for conservation and biodiversity".*

National Strategies for stimulating CEPA

In the Netherlands there are three main approaches to implementing CEPA:

1. The national programme, "Learning for Sustainable Development";

2. The yearly provision of grants and subsidies (2.5-3 million Euro each year) to finance 25-30 NGO projects and programmes with an environmental, conservation, or education focus - known as Regeling Draagvlak Natuur (Subsidy Nature Support - education, information, participation);

3. A national policy on parks that assigns – beside a visitor centre - a CEPA coordinator and education officer to each of 19 national parks and special parks in the Netherlands.

In 1988, the government-supported National Framework for Environmental Education was established, which identifies environmental education priorities and develops a national work programme every four years. This was later called Education for Sustainable Development and the programme "Learning for Sustainability" and is now called, Learning for Sustainable Development. Under this national framework, environmental education and education for sustainable

development have been an interdepartmental responsibility in the Dutch government which now involves 6 departments. Each Ministry contributes a certain amount of money to the national education programme which totals 5 million Euros. The National Steering Committee for "Learning for Sustainability" decides how this money will be spent. The funds are mostly designated for CEPA projects and activities. Local and regional authorities are also contributing + 30%, and NGOs contributing + 10%.

The Steering Committee is comprised of 20 members with representatives from several ministries, and therefore brings together people concerned with responsibilities for climate change, sustainable development, biodiversity, water and health. As well the Steering Committee has programme managers who are responsible for work on certain national programmes and coordinators representing every province. The programme however is administered by an independent body.

The Steering Committee takes a "bottom-up" approach that places the focus on Dutch society (specifically NGOs and private bodies) to initiate CEPA work. The federal government invites stakeholders including lower level management, conservation organisations, and NGOs to attend annual roundtable meetings. Here they can contribute to determining priorities and shaping the annual programme of the steering committee and the decentralised programmes in the provinces. Therefore the government's role is to act as a facilitator for organisations and initiatives that are working to develop capacity for education and communication. The role of NGOs is particularly important in the Netherlands and the government engages with them when developing policy instruments and provides funding (in the form of grants and subsidies) for NGO activities.

The Steering Committee identifies the main priorities and establishes work programmes for four-year periods. For example, four years were spent implementing environmental education in the school the curriculum, training teachers, and ensuring quality management in schools (1992-1996). Another four years were devoted to informal education, targeting women's groups, youth groups, churches, global governance organisations, and NGOs. For instance projects were supported that targeted Turkish and Moroccan communities in Rotterdam and Amsterdam focussed on saving energy and waste recycling. Others targeted farmers' wives on large industrial farms encouraging them to create farm gardens with more biodiversity (under the "EE extra Impulse 1996-1999" programme).

CEPA and international policy
When it comes to stating how the Convention on Biological and Diversity's Article 13 or its work programme (approved at COP 6), are applied, it becomes more difficult to say. The international CBD work programme is recognised as a useful guide for implementing national CEPA work programmes.

> *"It is important to have a certain agreement of the Parties to the CBD that CEPA is part of the work to be done."*(Bos)

However "*finding the right place for these international recommendations in national policy is challenging*", say van Raaij since the country has its own nature policy, CEPA is primarily seen as supporting activities for existing conservation and environmental management projects. For example, the primary

focus of environmental management in the Netherlands tends to be complying with the Natura 2000 listings for the European Commission.

Convention guidelines provide an incentive and a framework for CEPA at national, regional, and local levels but they are more of a formal commitment at the international level. They do not produce results "on the ground".

When asked about the future of CEPA provisions and the work programme of the CBD, which points to setting up international support to CEPA work, Bos said:

> *"I think it is difficult to make the CEPA provisions more operational within the conventions. There is a need of leadership and strong lobbying and even a lack of professional capacity at the level of the Netherlands and also at the international level. The lobbying for funding in other fields is stronger and better organised and a lot more people work on that. So it won't be easy to make CEPA operational and to find enough international NGOs who are willing to help develop that kind of work. CEPA is based on a small group of organisations and people who support it and that makes it relatively weak in comparison with other fields."*

> *"Case studies relate the challenge of CEPA to daily life...they make it real ....and are a good way to promote CEPA."*

National CEPA lessons and successes

The "Learning for Sustainability" programme (2000-2003) has carried out about 500 projects in the last four years and a number of lessons have been learned from this work. The first lesson is that in order for CEPA to be effective in formal education, a more systematic and strategic approach is required. Given that the role of the curriculum is not as strong in the Netherlands as in England, France or Germany, for example, and schools are responsible for shaping their own curriculum, it is important that the starting point for CEPA activities is with the teachers and school administration. Rather than attempting to promote the content of the national nature policy and the importance of conservation and environmental issues, the focus needs to be on influencing the school system. Developing educational materials or brochures is of no use if teachers do not use them, so training teachers and raising awareness about existing materials and resources that are available needs to be the first step.

Another lesson is that decentralised "bottom-up" CEPA programmes are more powerful than national "top-down" initiatives. The position of the Dutch government is that society should implement CEPA itself, through NGOs and private initiatives, and government plays a facilitating and capacity building role, supporting organisations in training and raising public awareness. The "Learning for Sustainability" programme has been found to be much more effective when local and provincial authorities play an important role, as they are best placed to connect CEPA instruments to the policy that is most relevant to them. Thus, the centrally managed CEPA programme is now accompanied by 12 regional programmes. Stakeholders such as those in lower level management and conservation NGOs are invited to participate in annual roundtable discussions on what the priorities should be for the following year. These consultations play a role

in developing alliances, as the national programme only funds collaborative projects between organisations - no grants are given to a single organisation. For instance, agricultural and educational institutions that have integrated biodiversity in the curriculum are supported by NGOs that focus on water quality and the impact of agricultural production on biodiversity.

The "bottom-up" approach has seen the National Initiative for Sustainable Development (NIDO) - a government funded initiative - map out the framework of the Netherlands' knowledge infrastructure. It aims to facilitate the transition to sustainable development, where economic welfare, ecological quality, and social well-being are given equal weight. Two programmes have been coordinated to pursue this goal: *From Financial to Sustainable Profit* and *Clustering for Sustainability*. These programmes aim at building a conference network between the business sector and NGOs and encourage participating companies to integrate "corporate social responsibility" into day-to-day practices. The success of these programmes has led to the creation of five additional programmes, including: *Sustainable Urban Regeneration, New Values of Water, Marketing Opportunities for Sustainable Consumer Products, Sustainable Out-sourcing, and Sustainable Housing for Elderly People.*

National CEPA Challenges
According to those interviewed, two national CEPA focal points, making CEPA provisions more operational "on the ground" requires stronger leadership and lobbying, commitment by educational policy-makers, a budget to incorporate CEPA in their core activities, and enhanced professional capacity at the national and international level. CEPA work is carried out by a relatively small group of NGOs and it is difficult to attract the same funding and expertise that is devoted to other biodiversity and conservation projects. It is also difficult finding personnel who are experienced in both environmental areas and the field of education and who combine policy and practice skills. Thus, people who are involved in environmental policy making are in most cases not experts in education, and those involved in the field of education are not those with the most influence in policy making.

Another, more long-term challenge is elevating the importance of CEPA in the eyes of politicians and policy-makers.

> "*CEPA is regarded as an important aspect but in the sideline of the attention of politicians.... it's nice, it's good that we have it. ...I prefer that they regard it as essential that we have it*". (Raaij)

> "*In the end, every measure taken to preserve nature is taken by individual decisions and it is a question of values: what is the meaning of nature for your economy? What is the meaning of nature for your society? That is where nature conservation and sustainable development meet....It's not just about nature, it's about the meaning of nature for society and [society's need] (sic) for nature....more than just "nature is very important" is [the question] (sic), "why is nature very important?"...It's important for health, it's important for water management, for well being, it's important for recreation....in the Netherlands, nature - as an intrinsic value - is not a top*

> *priority... economic development is priority number one, then employment, and then, for example, traffic. In a small, highly urbanised and crowded county like the Netherlands many claims are on the same available space. Nature is very often on the last finger.*" (Roel Van Raaij)

Concluding thoughts on national implementation of CEPA

As the preliminary results of brief research, this conclusion does not attempt to provide comparative evaluation of national efforts to use and stimulate CEPA in order to achieve environmental objectives. Rather, it presents key points revealed by the interviews regarding CEPA implementation at the national level. It is hoped that these key points will encourage further reflection, discussion and research on and into the relationship between national work and international policies. Results from this may then better equip those involved in policy making – whether for the conventions, other environmental agreements and/or initiatives – to make practical provisions for the strategic use of CEPA at the national level.

Key points
Implementation of international environmental CEPA policy is highly context specific. Note should be made that the above cases are in countries with well developed and long established environmental policy. Despite support for international policies, national environmental policy reflects national priorities and international policy may, therefore, be lower on the national agenda. This is especially the case in countries with long-established and well-developed environmental policy. Accordingly the use of CEPA at the national level may reflect national priorities. These national CEPA efforts may correspond well with those called -for in conventions as well as other multilateral environmental agreements and initiatives. Any such correspondence, however, may be incidental and simply reflect overlapping priorities.

Beyond this, national environmental policy and priorities is only part of the picture. In nations, for example, with decentralized governments, more localized priorities may prevail. This may make the notion of national implementation a somewhat unrealistic construct. Moreover, central governments often lack the resources (in terms of people, time etc.) necessary for significant CEPA work, as well as the professional capacity. 'Contracting out' the work to others is a solution. In both the cases above, non-governmental organizations therefore played a weighty role in national CEPA efforts, with the financial support of the government. Whilst coordination and collaboration is apparent (through formal and informal mechanisms, ranging from informal phone calls to formal networks and forums) priorities may again vary. This inevitably affects alignment with international CEPA policies.

Countries may be (and usually are) undertaking CEPA work, even if they do not speak of it or identify it as such. When interviewing national representatives, it was clear that the term 'CEPA' was familiar to some but not all. This is an important point to be born-in-mind by those talking about CEPA operating at the international policy level. The potential impact on CEPA monitoring, evaluating and reporting is significant. Among those unfamiliar with CEPA terminology there

is the tendency to refer immediately to education in schools and the dissemination of information to the public via brochures, posters, television and other communication materials.

Finding out about 'real' CEPA work required clarifying what was meant by CEPA and tailoring the interview technique. Instead of asking: "What CEPA work are you doing?" it was more profitable to ask questions such as "What are the main environmental challenges? What (and who) are the causes of these challenges? What needs to be done to manage these challenges? What are you doing to manage these challenges and with who? How do you engage, work and communicate with them?" etc. If not asking such questions, 'participation' - though plentiful in strategy documents – may not be brought to the surface.

Combining the fact that there are numerous bodies and different levels with nations actively using CEPA and that there are varying degrees of familiarity with CEPA terminology, it is not surprising that monitoring and evaluating the national use of CEPA to achieve environmental objectives is extremely challenging. Add to this, if you wish, linguistic diversity and you can see a melting pot of influences which, it may be fair to say, seem weighted against the implementation of CEPA provisions in international policy. It certainly appears hard to argue for the precise value and feasibility of written CEPA work programmes.

The existence of the CEPA work programmes and guidelines seemingly has little impact. One might wonder, what is the value of all the talk and discussion on CEPA work programmes? A critical point to make here is that this may be the result of talking with nations with such well developed environmental policy and use of CEPA. Certainly further research needs to be done into the use of CEPA in a broader array on nations across Europe.

Whilst this process of evaluating certainly requires time and energy amongst other resources, its value soon becomes clear. Upon reading a draft of this paper, for example, interviewees commented on learning of other work, synergies and opportunities for collaboration. Furthermore, monitoring and evaluating CEPA at all levels is critical to showing its role and value, enabling learning and improvement in times of constant change. Only by constant evaluation and learning can tipping points be identified and CEPA used more strategically.

Finding the "Clicking Point": [1]
The Role of Capacity Building in Implementing Multilateral Environmental Agreements

Andrea Déri, Advisor, Environmental Education and Communication Programme Office, Budapest, Hungary

The issue from a conservation perspective

It is in the interest of global nature conservation to have as many countries ratify Multilateral Environmental Agreements[2] (MEAs) as possible: the more countries comply with MEA requirements, the more sustainably the global commons can be governed. Managing and implementing multiple MEAs (which actually overlap and can even contradict with one another), however, is challenging, especially for nations where conservation departments have limited resources compared to the volume of their responsibilities (i.e. developing countries or countries in economic transition). The importance of harmonising MEAs in order to maximize cooperation and eventually increase the efficiency of implementation has been recognized internationally but has not been addressed effectively given the daunting scope of the task.

A need for practical measures has emerged to overcome the complexity of managing multiple MEAs and, as a result, free up capacities to improve the state of the environment. In response to this challenge, the United Nations University (UNU), Tokyo initiated the "Inter-linkages Initiative" in 1998 to "*develop an integrated approach for the development of comprehensive synergistic frameworks for national, local, and international MEA stakeholders.*"[3]

Previous approach (without CEPA)

Among other UN agencies, the World Conservation Monitoring Centre (WCMC - UNEP)[4] has put forward suggestions for harmonising national reporting and streamlining information management for more effective MEA implementation. Pilot projects applying WCMC's suggestions for integrating the five global biodiversity related MEAs (Convention on Biological Diversity (CBD), Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), Convention on Migratory Species (CMS), Ramsar Convention on Wetlands

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[1] The title is a reference to the book entitled "Tipping Point – How Little Things Can Make a Big Difference" by Malcolm Gladwell (2000, Little, Brown and Company, USA). "Tipping Point" introduces the three rules of social epidemics, including the law of the few (mavens, connectors, salesmen), the stickiness factor, and the power of context necessary to start a "movement". The participation of a critical amount of people allows it to become a commercial campaign, a political agenda, or behaviour change.

[2] Full list of Multilateral Environmental Agreement on UNEP's website: http://www.unep.ch/conventions/geclist.htm

[3] UNU Interlinkages: http://www.unu.edu/inter-linkages/index.htm or http://www.geic.or.jp

[4] World Conservation Monitoring Centre: http://www.unep-wcmc.org/conventions/harmonization/index.htm

(Ramsar), World Heritage Convention (WHC)) have produced harmonized national reports from Ghana, Indonesia, Panama and Seychelles.[5]

WCMC's approach which made considerable progress towards easing MEA implementation has focused on tools such as information and organization management as well as environmental law harmonization. Besides enhanced communication and inter-agency coordination CEPA has not played an essential role in this approach. Observations made at the pilot projects, however, referred to potentially further improvements in MEA implementation if CEPA principles were appropriately attuned to the harmonization process. Interestingly the issue was not only making use of more capacity building but the need for a new approach to capacity building. The integrated reporting system apparently has created the need for a new, integrated capacity building approach versus the previous practice of training people for the requirements of individual MEAs.

The issue from a "people management" perspective

UNU's "Interlinkages" proposes a people-centred or job-based or function-oriented (versus an MEA-focused) approach to support public administrators, park rangers, customs officers, NGO staff, etc. in their efforts to meet the requirements of several MEAs. This customised approach encourages professionals to look at their daily job and its challenges—e.g. controlling illegal transport of hazardous chemicals—from various MEA perspectives, and identify actions they need to adopt or strengthen in order to comply with MEAs. This integrated approach is more effective and efficient than the previous approach which addressed MEAs separately—e.g. climate, desertification, biodiversity, hazardous chemicals, etc.

Successful implementation of the MEAs calls for an approach which builds and goes beyond compliance with environmental laws (top-down) and information management: it effectively engages and empowers stakeholders (bottom-up). The best place to start is capacity enhancement. Two aspects of capacity building have special relevance to successful engagement strategies:

- **Approach (Quality)** – Introducing stakeholders to MEAs and relating them to people in a systematic way helps them to identify MEA issues relevant to their job and where MEAs "click" with their responsibilities.
- **Dissemination (Quantity)** – Reaching the "tipping point" - the point at which a critical mass of stakeholders are engaged and can make a difference in MEA implementation.

The new approach (with CEPA)

UNU re-framed the problematic by shifting the focus from managing the daunting task of harmonising international conventions to managing people (i.e. stakeholders), demonstrating a successful CEPA approach. In fact, UNU's

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[5] http://www.unep-wcmc.org/conventions/harmonization/~main

approach to identifying practical measures for managing multiple MEAs fully utilized, and benefited from, CEPA tools:

- *Communication*: The UNU research team "*surveyed various stakeholders and obtained their opinion on the types of measures generally needed to initiate meaningful inter-linkages activities.*"[6]
- *Education:* UNU educated decision-makers on MEAs and the potential synergies between the agreements.
- *Participation*: UNU invited and encouraged the participation of key stakeholders including "*MEA secretariats and UN agencies willing to participate*" in a conference to examine "*the concept of inter-linkages according to five broad categories: scientific mechanisms; information systems; institutions; finance; and issue management.*"[7] These categories were used as vehicles "*to help participants focus on the task-at-hand.*"[8]
- *Awareness raising*: UNU convened a conference to "*enhance and improve international understanding and awareness of the inter-linkages issue.*"[9]

In addition to the shift from a regulatory to a practical or functional approach, an effective dissemination of synergetic MEA management strategies in the Asia-Pacific region was initiated in which the "*three rules of social epidemics*"[10] are evident. This term, coined by Malcolm Gladwell, explains the three critical factors needed to reach the "tipping point" in creating social change. The "Law of the few" refers to the interplay of a few people with unique characters ("mavens, connectors and salespersons"), the "stickiness factor" refers to the impact of the change, how lasting the impact is on people, or how "contagious" the impact is, and finally, the "power of context" reminds us how much more people are influenced by their immediate environment than is generally believed. The three rules of social epidemics can be understood in relation to the Inter-linkages project in the following way:

1) *"Law of (the) few"* - Committed content experts *("mavens")*, networkers *("connectors")*, and social entrepreneurs *("salespersons"*) representing influential national and regional organisations were brought together for information sharing and joint problem solving in a series of productive workshops where MEAs are examined from diverse and practical perspectives, and clusters of thematic MEAs—e.g. climate, biodiversity, chemicals—are discussed from institutional, information management, and capacity development points of view.

2) *"Stickiness factor"* - The new approach has been repeatedly discussed, displayed and disseminated in various media such as international and regional conferences, expert workshops, online public meetings, CD-ROMs, knowledge management opportunities, etc.;

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[6] UNU Interlinkages: http://www.unu.edu/inter-linkages/index.htm or http://www.geic.or.jp
[7] Ibid.
[8] Ibid.
[9] Ibid.
[10] C.f. "*Tipping Point – How Little Things Can Make a Big Difference*" by Malcolm Gladwell (2000, Little, Brown and Company, USA).

3) ***"Power of context"*** - The shared motivation (both external and internal) and effective communication of key, highly mobile stakeholders (including teleconferences spanning 13 time-zones) has led to the creation of an informal, voluntary, inter-agency team which has provided the right context for ongoing effective dissemination of information.

Since the recommendations of the stakeholder conference in 1999, UNU and their partners have successfully developed practical strategies for multiple MEA management. To support these strategies, they designed an integrated capacity development portfolio and recently succeeded in facilitating regional environmental cooperation in the Pacific region focusing on joint MEA implementation. Capacity building has thus proved to be a key practical measure for overcoming the complexity of managing multiple MEAs and stimulating environmental cooperation. By utilising CEPA strategies, capacity building has been taken further than it would have otherwise. Although the "Inter-linkages Initiative" focuses on the Asia-Pacific region so far, lessons learned could and should be applied to other parts of the world, including countries in economic transition in Europe.

Results

Initial results can be observed at several levels:

- Strategies of cooperative management and implementation of multiple MEAs;
- Integrated capacity building approach and tools for managing MEAs;
- Regional cooperation in the Pacific to negotiate and implement MEAs; and
- Regional partnership in integrated capacity development in Asia and the Pacific.

Success factors

- Systems thinking approach to creative problem solving;
- Capacity building: Shift from task management to people management; and
- "Three rules of social epidemics", specifically communication, coordination and proactive knowledge management among motivated key actors (researchers, educators, policy and other decision-makers).

The 'tipping point'

A "tipping point" in systems thinking terminology is achieved by creating reinforcing loops that generate exponential change (increased or decreased). The "tipping point" in this case occurred when innovative capacity building mechanisms - i.e. an approach from the worker perspective rather than the MEA perspective which made MEA integration more relevant and pragmatic, thus easy to adopt by a range of stakeholder groups - were introduced to augment the effect of policy

research on policy change. As a result, various personal and organisational "capacities" accumulated to motivate and empower a large and diverse enough group of stakeholders.
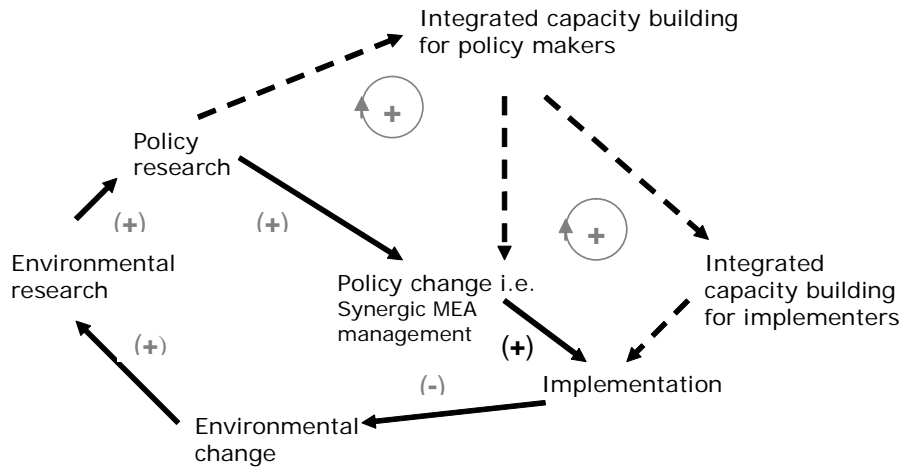
Figure 1: Adding capacity building loops enhances the chances of policy change and implementation.

In this case (Figure 1.) additional capacity enhancement loops for both policy makers and those in charge of implementation increase the chances of passing new legislation (i.e. new policy recommendations), which in turn increases the probability of getting the new policy implemented with varying levels of environmental change, depending on the policy. Environmental change influences change in research activities, which then has an impact on the level of policy research and eventually generates or stops a new cycle of policy change.

Room for improvement

Although electronic delivery mechanisms played an important role in the Inter-linkages Initiatives' dissemination process, more accessible, "just a click away" eLearning, especially on-line capacity enhancement mechanisms could improve participation, education, awareness-raising, and communication. Research and development of affordable, culturally sensitive, professionally challenging eLearning tools, combined with knowledge management systems, however, remains more of an exciting challenge than an immediate promise for adding value to CEPA as well as significantly enhancing MEA implementation in developing regions today.

Key CEPA interventions

In this case the key CEPA intervention has been the interplay between communication and education and participation. Clear and consistent communication (both verbal and meta-communication) and research-based capacity building provides both the big picture and the details at hand, inspiring and inviting informed and committed participation. This, in turn, has leveraged resources for more effective implementation of Multilateral Environmental Agreements (MEAs).

Key actors and their challenges

Researchers with a unique set of leadership skills - including CEPA - have been playing a key role in the mounting impact of this project Researchers' expert knowledge *(c.f. "mavens")*, their understanding of the political context e.g. who to include when *(c.f. "connectors"),* and their ability to communicate their findings clearly and educate stakeholders effectively on managing MEAs *(c.f. "salespersons*"), help influential government officials and those responsible for implementation to understand and support integrated environmental management.

The interface between science and society has been recognised as vital for sustainable development[11]. The scientific community is represented here by researchers from UNU, ISIS[12], IGES[13], and USP[14]- and these academic institutions perform capacity building roles as well. Society is represented by national and regional organisations such as the Malaysian Ministry of Science, Technology and Environment, Ministry of Environment, Japan, Associational of Southeast Asian Nations, ASEAN, and South Pacific Regional Environmental Programme SPREP.   New institutions characterised as boundary organisations[15] have been established to facilitate the interaction between science and society to support optimal development choices. Researchers with a unique set of leadership skills represent both the catalyst and the conscience of this interaction.

Challenges in a complex process, such as finding and building on synergies in managing MEAs, naturally have to include coordination within and among organisations, as well as balancing various levels of technical, legislative and diplomatic knowledge and skills, and navigating through various legislative and policy instruments, all the while aiming at implementation.

Conclusion: 'CEPA principles of excellence'

Managing change requires insight into the system. Managing and successfully implementing the complex system of MEAs or even soft, non-binding laws such as the WSSD Plan of Implementation or the upcoming recommendations of the UN Decade of Education for Sustainable Development, thus places a premium on understanding not only international but interpersonal relations. Participatory knowledge creation - essential to innovation in a global culture of change - can be catalysed by understanding the *"rules of social epidemics"* and facilitating the timely and culturally sensitive communication of the research, regulatory and education communities - the *"mavens, connectors and salespersons"* of change.

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[11] International Council for Science. 2002. ICSU Series on Science for Sustainable Development. No 11. Science and Technology at the World Summit on Sustainable Development

[12] ISIS: Institute of Strategic and International Studies, Malaysia

[13] IGES: Institute for Global Environmental Strategies, Japan

[14] USP: University for the South Pacific

[15] "Boundary organizations are institutions that straddle the shifting divide between politics and science. They draw their incentives from and produce outputs for principals in both domains and thus, it is hypothesized, facilitate the transfer of useful knowledge between science and policy." Guston, David H., William Clark, Terry Keating, David Cash, Susanne Moser, Clark Miller and Charles Powers. 2000. Report of the Workshop on Boundary Organizations in Environmental Policy and Science. http://www.ksg.harvard.edu/gea/pubs/huru1.pdf

Bulgaria National Ecotourism Strategy and Action Plan: *Implementing CBD Guidelines on Biodiversity and Sustainable Tourism Development*

Kamelia Georgieva, Consultant, Bulgaria Biodiversity Conservation and Economic Growth Project (ARD), funded by USAID

The issue from a conservation perspective

A system of protected areas, representing nearly 5% of Bulgaria's territory, has been developed to protect and preserve the biologically diverse areas of the nation's natural environment. Bulgaria is in the process of establishing a National Ecological Network (NEN) to prioritise biodiversity conservation in areas outside the national protected area system - primarily in the nation's agricultural, forested, and riverine/wetland areas. The Network will be part of the Natura 2000 European ecological network and represents just one of Bulgaria's contributions to biodiversity conservation. One Bulgarian national park has become a member of the PAN Parks network.

The development of ecotourism in Bulgaria faces one primary challenge: there are no financial mechanisms or rules for the sustainable use of protected areas. This creates risks for ecosystems, limited opportunities for profits for local communities, and small-scale contributions to nature protection.

Previous approach (without CEPA)

In the last decade, Bulgaria has witnessed many attempts at ecotourism development. Local communities in almost every Bulgarian region with a natural heritage site have initiatives, activities, or projects aimed at the development and marketing of ecotourism products. These efforts, however, remain independent from each other and there is a lack of established long-term relationships with the administrations of the natural territories in the regions. There are no clearly defined and assigned responsibilities for the conservation of ecosystems and there is a lack of rules and regulations guiding tourist use of protected areas. In addition to creating risks for natural areas, these problems also leave entrepreneurs with very small profits due to the limited scope of the industry and lack of collective marketing efforts. Unfortunately the knowledge and skills of entrepreneurs alone are insufficient to develop a competitive ecotourism product.

The issue from a "people management" perspective

The need for a strategic approach to ecotourism development in Bulgaria became obvious when the protected areas network and the national ecological network received the political support needed through relevant legislation and institutional support. It became clear that Bulgaria has competitive advantages that lie in the diversity of its natural, cultural and historical heritage, local customs, and land-use traditions.

One of the most sustainable approaches in nature conservation is creating opportunities for economic growth and higher living standards for local communities around protected areas. When people experience real benefits from protecting nature, they start investing effort in it. A feeling of ownership of natural resources and the decisions governing their conservation and sustainable use is an essential condition for successful ecotourism development. Public institutions at the national level appreciate this and have initiated a broad participatory strategic planning process at all levels - national, regional, and local.

The new approach (with CEPA)

As part of implementing the ten key principles of the *Guidelines for Activities Related to Sustainable Tourism and Biological Diversity of the CBD,* the country initiated a vision development and planning process for ecotourism based on protected areas resources, cultural and historical heritage, cultural traditions, and traditional sustainable agriculture practices. The process was initiated by three ministries - the Ministry of Environment and Waters, the Ministry of Economy, and the Ministry of Agriculture and Forests - and supported by three international donors: USAID, UNDP, and SDC.

The National Ecotourism Strategy and Action Plan (NETSAP) is a product of the efforts of thousands of participants. This is not just another document. It was developed using an established model for partnership between National Parks and protected areas, which has in turn instituted two local ecotourism associations.

The 'tipping point'

There were two tipping points in this process. The first big change happened the moment we made it clear that the planning process was ending and we were leaving the community. We offered a final consultation session for questions and answers and made it clear that it was the local participants' final chance to get technical assistance for free. It was at this moment that they committed to investments of time, effort and a small amount of money (unique to this project was the fact that nobody gave "cash" to the community - there was no offer of free initial investment capital as there is in many other projects). The initiative quickly "snowballed" and, from family to family, the new small business grew from having just four owners to 15–20.

The second tipping point was finding a local champion - a person who understood and embraced the project. Once he became the leader of the new ecotourism association, it began to grow. The association created a new full time position and hired a highly committed young woman who works in the souvenir shop and information centre 12 hours a day, everyday. It is making a profit and the association was awarded three new projects from different donors, including budgetary money from the Ministry of Environment and Water.

In terms of the regional and national action planning process, success came about because of its comprehensive approach in a relatively short time frame. In many other communities, the process was hampered by the usual grumbles to "hesitate"

or look for private investors. In this case, there was no time for this, and the openness of the process and the big national noise it created inspired everyone to act quickly and decisively. It was clear that everywhere in the country, people were getting together and planning. There was a window of opportunity to inspire public interest and gather ideas for the national action plan and one of the reasons this opportunity was captured was the high level of professionalism, coordination, and team work among the facilitators. The fact that the process was conducted publicly and openly inspired and won the respect of the nation.

Results

The economic growth of the settlements where the local ecotourism associations function has been about 200%. Among the indicators used to measure this growth are: number of visitors per year, turnover generated by tourist services, investments in ecotourism, and newly created jobs.

Over 1500 people in 400 individual and group meetings across 100+ municipalities participated in developing 12 action plans for 12 potential ecotourism destinations. The process was covered by the media through 18 regional and four national press conferences and over 120 publications in both the local and national media.

NETSAP is the final policy document based on the consensus that was reached between government, business, academia, NGOs, local authorities, small entrepreneurs, and others. There are hundreds of projects and initiatives standing by to use the first EU grant of 5.5 million euros for the development of ecotourism in Bulgaria. The government has committed the resources needed to support ecotourism development in the 2005 national budget.

There is a high level of public support and effort to develop conservation-driven ecotourism in any region of the country that offers opportunities for it. The process of establishing partnerships among the players in different regions, which has already begun, could lead to the development and marketing of many new ecotourism products. Bulgaria has also received international support from the WTO, UNEP, WTTC, TIES, PAN Parks, and other notable organisations. All of these alliances will be an important element for successfully marketing Bulgaria as an ecotourism destination.

Success factors

- Genuine process. Although the entire process was "led" by professional facilitators, it followed and reflected the real interests, capacity, and status of each of the communities. No attempts were made to implant inappropriate or artificial models anywhere. Some of the communities did not even have the skills and capacity to conduct real strategic planning and it was their first attempt at using these techniques. Their outputs and decisions were included in the national plan as they were and the need for capacity building was recognised in the plan.

- Transparency of the process. The whole process of planning was fully transparent and open. The meetings were always widely announced in advance, the doors were always open, and participants were not required to register or sign up in advance. The goal was to make participation in the planning process as easy as possible. Both the schedule of the meetings and the results were published in local media and relevant websites.
- Involvement of the public sector, academia, business associations, environmental NGOs, and individual entrepreneurs.
- Attraction of the attention and direct involvement of international organisations from the very beginning.

Room for improvement

We now realise that the involvement of the public sector should have been accompanied by administrative regulations. Public administration representatives were directly involved in the process, but the mere statement of that participation was not enough. An opportunity to issue an official Decree for the adoption of the document by the Government was missed. This doesn't mean, however, that the process and the results are any less valuable. As a matter of fact, the official working group that will administer the implementation of the Strategy and Action plan was formally established on September 1, 2004. Only five months after the public planning process concluded, the Government has begun following up on the results.

A lack of sufficient resources also led to missed opportunities. Local and regional tourist organisations were not officially consolidated and have not "institutionalised" this consolidation. There are over 100 local, five regional, and three branch tourism associations throughout the country, but they do not have common representation (with unified interests) at the national level. This leaves the government without a strong partner to drive the implementation of NETSAP forward.

Key CEPA interventions

A broad participatory process in each of the 12 potential ecotourism sites helped to create a common vision for ecotourism development, including priorities and action plans for the first five years. This process involved four steps, which were taken simultaneously in each of the twelve regions:

- Educational campaign with dissemination of materials, including a strategy framework and a "Questions & Answers" brochure and poster, accompanied by active local media campaigns;
- Workshops for vision development for ecotourism in the region involving a broad circle of participants;
- Analysis of existing resources for ecotourism development in the region;
- Identification of priorities, development of action plan, and identification of projects; and

- The entire process was covered extensively in the in the national, regional, and local media.

The following steps were being taken simultaneously at the national level:

- First domestic ecotourism market survey;
- Development of a system of indicators to measure the success and impact of ecotourism projects, which was tested in two destinations;
- Development of a manual for ecotourism product development;
- Development of a concept paper and specific business plans for ecotourism destinations; and
- Assembly of a series of expert focus groups for developing national level approaches.

The final document was presented at the Second National Ecotourism Forum (attended by more than 250 representatives of all stakeholder groups) and formally presented to the Prime Minister.

The added value of the CEPA approach can be observed now, a few months after the process concluded. First, a 5 million EURO Ecotourism grants scheme was launched by the EU PHARE Programme in Bulgaria. The eligible applicants are municipalities, and when the tender was announced in the summer of 2004, the municipalities were already armed with their strategic visions about ecotourism development. There was no chance for anybody to replace this vision with a private interest or a "quick scheme" to absorb public money.

From the perspective of the pilot site - the town of Kalofer, the added value of CEPA is not just the change in people's behaviour but the entire "life strategy" of at least ten families. Young people from the community came back from the big cities, invested private efforts, took out commercial loans, and are now working to achieve prosperity for themselves and their community. It is a small community but it is now very rich in terms of its opportunities for nature conservation and ecotourism development.

Conclusions: CEPA 'principles of excellence'

Ecotourism is a logical extension of biodiversity conservation practices. It is the most viable way to manage natural resources and contribute to the sustainable development of local communities. Biodiversity conservation cannot be achieved without the sustainable management of local communities and their cooperation because, after all, caring for their prosperity means caring for nature. In order to serve as a mechanism for protecting nature and creating a better quality of life for local communities, ecotourism must implement and incorporate CEPA principles and approaches.

Communicating the Concept of Natura 2000 in Slovenia

Branka Hlad, Senior Counsellor, Ministry of Environment, Spatial Planning and Energy Environmental Agency of Slovenia

The issue from a conservation perspective

Slovenia has included 26 Special Protection Areas (SPA) and 260 Special Areas of Conservation (SAC) in the ecological network Natura 2000. These areas are home to 111 endangered species and cover 35% of Slovenia's territory, extending over 20,000 km^2. Such natural capital demands an immense obligation to conserve it, and this is not possible without the active participation of relevant stakeholders at local and national levels. Like elsewhere in Europe and the world, biodiversity is threatened by modern lifestyles but, instead of taking specific conservation actions, this project aims to communicate the concept of Natura 2000 and generate greater public awareness about conservation and the work of the ecological network.

Previous approach (without CEPA)

The nature conservation approach used previously by governmental organisations was based primarily on surveys, law enforcement and modest public awareness, meaning more or less "decide, announce, defend" (DAD) decisions. Communication with stakeholders and the wider public was generally perceived as something that came last. Such communication is destined to be inefficient because it is not oriented towards problem solving, seeking win-win situations, and motivating stakeholders to actively participate and "own" nature conservation ideas and actions. Many times this approach even caused new conflicts to arise due to unclear concepts, objectives, demands, or messages. Strategic communication has not been part of the system and it has been dominated by a passive sensibility that makes it strictly an individual choice whether or not to seek out and stimulate active stakeholder participation. Leaving stakeholders out of decision-making processes has often generated negative attitudes and behaviours towards nature conservation. In short, the nature conservation sector has lacked the awareness, knowledge, and skills required to recognise the role and importance of stakeholders, and this has greatly diminished the effectiveness of the sector as a whole.

The issue from a "people management" perspective

The first changes appeared through the IUCN training programme, "Effective Biodiversity Communication". Knowledge and skills were gradually strengthened during the next phases of the IUCN programme, "Nature Management in Partnership". These training programmes focused on "learning by doing" and practicing communication methods and techniques through workshops and pilot projects. The overall results of this programme were upgraded to a model for systematically communicating Natura 2000 sites. This project, which focuses on two main tasks–defining and communicating sites - began in late 2002. The

Ministry of Environment, Spatial Planning and Energy recognised that it had to create a clear, shared vision on conservation and communication issues when introducing the concept of Natura 2000. The communication groups had to focus on stakeholder analysis and set out feasible communication strategies and tactics. These steps guided the understanding that common goals can be successfully planned and achieved if based on consensus within teams, organisations, and the sector as a whole. Internal communication was a basic precondition for successful external communication.

The new approach (with CEPA)

The Ministry decided on a new approach to garnering acceptance for nature conservation concepts, which was informed by a "people management" perspective. The first step was to bring strategic partners together and organise workshops aimed at training and communication planning. In the last year, several conferences, six workshops, and plenty of individual consultations with communication groups on specific questions were organised. A strategic partnership with the Ministry of Agriculture, Forestry and Food was established at the beginning of the project. At the local level, groups of nature conservationists, foresters, and agriculture advisors communicated with key stakeholders, first defining problems, analysing stakeholder interests and prioritising them, and then setting goals and strategies for individual sites. The main objectives were to inform key stakeholders about Natura 2000, get their feedback on it, and explore their interests and reasons for cooperating further. This stimulated the completion of the evaluation of the strategy and results.

The 'tipping point'

The first tipping point in the project was a key agent who has been involved in the process from the beginning of the IUCN training programme, "Effective Biodiversity Communication". This person was the right one for the job in terms of being motivated and committed - becoming the focal point for the entire six year process and an "opinion leader" for others who adopted the process early on. The philosophy and results of the local pilot projects became part of a 'big picture', which gained currency and attention at the national and international level, as did the Natura 2000 project. The early adopters were a group of people who quickly understood the role and power of strategic communication and took an active role in becoming ambassadors for CEPA and worked effectively with stakeholders on the ground. The "people management" perspective became a reality.

External project consultants were the next key drivers of change, first the foreign consultant and, later in the process, the local one. This was crucial since it brought to the process a "view from the outside" and relevant expertise. This meant a new approach to leading the training process, key strategic interventions in all phases and levels of the process, and an effective influence on management (projects and organisations), including top managers - one of the key stakeholder groups for success.

The most significant change in the whole process emerged when the top manager in the agency involved in the IUCN programme accepted CEPA as a management tool and the key driver for social change. Since it was "owned" by the top manager, CEPA was much higher on the agenda of the institution and it was possible to use it as an important tool in framing national projects - first, preparing a biodiversity strategy and finally the Natura 2000 project. Additionally, the communication success of the Natura 2000 project depended very much on mobilising the relevant key agent (ambassador) in the Ministry of Environment. This was the head of the ministerial PR service, who occupied a high (and relevant) position, had the "big picture" in mind, and regularly attended high level meetings. This person immediately recognised the benefits of taking a strategic approach to working with stakeholders, instead of using only PR, developing strategic partnerships and working relationships with forestry and agriculture, as well as the thinking before acting (through joint planning and team work). This key agent made it possible to elevate CEPA on the agenda again and give support to all of the people working on the ground.

The successful results that were achieved throughout the process of working on pilot projects, and later national projects, proved that the "stakeholder management" approach brings real changes in the attitudes and behaviour of people. A CEPA approach provided the impetus for a recurring positive feedback loop.

Results

Through formal and informal communication and building trust and working relationships, several stakeholder groups became interested in participating in the project. Results really depended on the quality and level of internal communication, and the most important factor was the attitude and behaviour change among those strategic partners who worked together to build a foundation for future cooperation.

The strategic partners approached stakeholders following careful analysis and planned actions. After a year they had contacted half of the local communities and many other stakeholders, sharing the information and identifying opportunities. A year and half was too short a time to effect significant changes in stakeholder behaviour, but through these efforts we encountered less opposition to Natura 2000, which usually comes from lack of information and awareness. Additionally, in many cases they bolstered the desire of stakeholders to participate actively in the next stages. There was much evidence of increased satisfaction as the "government" came to talk to them.

Success factors

- Working on targeted messages that were communicated in a simple and understandable way;
- Listening to stakeholders and coming to them right from the start;

- Team work, internal communication in teams and organisations, and managing expectations;
- Strategic communication with stakeholders.

Room for improvement

Following the successfully executed events, an evaluation of the results and feedback from the stakeholders should form a blueprint for managing Natura 2000 sites and effectively organising stakeholder participation. The Ministry should work on a clear vision of next steps, not only in terms of procedures, but also communicating them. Momentum on communication needs to be sustained; the same problems and dilemmas arise again and again in the field of conservation management, making the role of local communication groups even more important.

Key CEPA interventions

The very first step in the CEPA process was identifying key stakeholders and "opinion leaders". Then the communication groups brought the stakeholders together, organising formal and informal meetings, broader presentations, workshops, participation in international events like Green Days, and so on. Through direct communication, the groups and stakeholders explored together their values about nature and joint solutions that would sustain them. Through improved internal and external communication, a foundation for further co-operation was created in many places.

The added value of CEPA for this project was at first stakeholder involvement. This resulted in much more effective outcomes and success because of the focus on exploring common interests, opportunities, win-win situations and consensus building. Through effective team work the strategic partnerships were established and strengthened, and a network of people working on the same issues was created, giving them the chance to upgrade what had been started already. Last but not least was the significant improvement in the relationship with stakeholders, followed by a much better reputation of individuals, institutions, and the nature conservation sector as a whole.

Conclusions: CEPA 'principles of excellence'

Nature conservation is people management. Communication is a tool that changes stakeholders' attitudes towards sustainable development and, ultimately, their behaviour. Step-by-step changes can be realised through strategic communication interventions in the public arena, especially when they are combined with economic, financial, or other instruments. The main challenge for the Ministry is to continue improving the reputation and public awareness of nature conservation, and foster better outcomes using communication as a driving force.

Environmental Education through Ecotourism in National Parks:

Developing marketable environmental education products for protected areas in Albania, Bulgaria, Macedonia, Serbia and Montenegro

Natasa Panic, Education Advisor, Institute for Protection of Nature of Serbia and Violeta Orlovic, Training Programme Manager, DAI, Belgrade, Serbia

The issue from a conservation perspective

Across the Balkans, pilot projects are underway to conserve the rich and still well protected biodiversity of the Balkan region. Four projects in particular - Stara Planina Nature Park (Serbia and Montenegro), Rila National Park (Bulgaria), Galicica National Park (Macedonia), and Prespa National Park (Albania) - illustrate the challenges and successes of using CEPA as part of conservation strategies.

The major problem currently facing all Balkan countries in transition is a lack of economic and financial resources to sustain the Natura 2000 network - a set of Directives that legally bind Member States of the European Union to identify and protect sites of European Community Interest. This problem is tackled by the pilot projects, which aim to reduce the management costs within protected areas by engaging the local community in businesses that protect and enhance biodiversity. This approach is considered to be the most sustainable way of protecting the biodiversity of the park. There is a strong need to change the old habits of those who use the parks the most and urge them to protect the park's resources rather than damage them (and thereby reap the economic benefits of a healthy and sustainably managed park).

Previous approach (without CEPA)

In this part of the world, people who live near protected areas have traditionally perceived them as unique assets with a specific economic value. In most cases, the protection and management of protected areas is considered to be a hindrance to utilising its natural resources. Such an attitude has hampered efforts to manage the protected areas sustainably and created tensions between the local population and parks management.

Throughout the Balkan region there is a lack of established ecotourism activities, organised visitor programmes, and visitor management in protected areas. Although the Balkans have a rich and diverse natural and cultural heritage, communication of its value is weak. Promotional tourist materials such as maps, posters, and brochures about natural values and wildlife are scarce.

In this context, there is a low level of awareness about the potential benefits of ecotourism. There is also lack of communication between local people and parks management. In the absence of adequate participation and education, particularly in areas facing economic and social difficulties, the situation has been changing very slowly.

The issue from a "people management" perspective

In response to this, pilot projects have been developed that aim to improve the local community's understanding of biodiversity by engaging local teachers and stakeholders in marketable environmental education activities. It is hoped that these activities will help advance local ecotourism development and benefit a wide range of local people.

The new approach (with CEPA)

Given these challenges, the main focus of the projects' approach was to raise the awareness of people living in the vicinity of protected areas that eco-tourism is a sustainable activity that can only be developed with the cooperation of different stakeholders. Ecotourism serves also as a tool for raising the awareness of park visitors about biodiversity and protected areas. Local people have been given the chance to express their opinions and interest in getting involved in eco-tourism activities, as well as to share their perspectives with other interested groups.

In the process of implementing this communication and education process, the following steps were taken:

- Meetings and conferences with stakeholders interested in eco-tourism development in the protected areas;
- Recruiting and training a team of teachers to become guides for tours incorporating environmental education programmes;
- Creating tourism programmes with environmental education elements; and
- Testing the educational content of created eco-tours in the field and exchanging experiences and information with other pilot projects in the Balkan region.

A key part of the eco-tours, and a source of local economic revenue, is environmental education products. Multimedia promotional material for marketing the tours (brochures, TV and radio advertisements) as well as instructional materials and supplies for environmental education activities like interactive games (instruction manual, pencils, paper, paint, magnifying glass, binoculars, etc.) are packaged in rucksacks for tour guides.

The 'tipping point'

Ensuring that different stakeholders were actively involved and committed to developing sustainable ecotourism business activities required capacity building - people needed new skills. A number of activities were useful in engaging people and building momentum for the project. First, face to face communication with stakeholders from the very beginning introduced them to new initiatives and possibilities and, at the same time, gathered information about their attitudes, needs, expectations, and current practice in the field. Through this process, awareness was successfully raised about the benefits of ecotourism for local communities. Seeing that their opinions and interests were considered important and relevant motivated them to take part in all subsequent activities. Local NGOs in pilot areas have organised activities at the local level that keep communication channels open with groups who are interested in developing ecotourism (including local authorities, hotel managers, protected area staff, local people, schools, medias, etc.). The result has been a contract between schools, NGOs, and protected areas management staff to develop educational ecotourism products in the future.

In order to create high quality and educational ecotourism products in pilot areas, it was crucial that teachers and local stakeholders develop certain skills. A series of training courses were organised and it became clear that the effectiveness of the training depended on the extent to which it:

- Focused on 'real world' problems;
- Emphasised how the learning can be applied;
- Related learning to the learners' goals;
- Related the materials to the learners' past experiences;
- Allowed debate and challenging of ideas;
- Encouraged learners to be resources to the instructor and each other;
- Listened to and respected the opinions of learners; and
- Treated learners like adults.

Results

- Established a group of local stakeholders motivated to develop educational products for ecotourism;
- Trained a group of local teachers as guides for visitors of protected areas;
- Environmental education tourist products were created and tested in the pilot project protected areas;
- Developed training materials for animators; and
- Developed promotional material for environmental education tourism products.

Success factors

- Training courses for local stakeholders to be engaged in eco-tourism;
- Capacity building for creating and marketing environmental education products;
- Information flow about activities among all interested parties in eco-tourism business and exchange of experience;
- Participation of local people in creating and developing environmental education products;
- Media support;
- Cooperation on both the local and regional level; and
- Transboundary cooperation (exchange of experience, working together on specific programmes).

Room for improvement

- Improving skills at the local level to market environmental education tourist products of protected areas effectively (i.e. get the products in the tourist market);
- Training other target groups in the eco-tourism business;
- Capacity building in other protected areas to develop similar products; and
- Capacity building for creating a unique Balkan tourist programme based on educational activities in pilot project areas.

Key CEPA interventions

- Building trust between different local stakeholders (managers of protected areas, authorities, teachers, media, hotel managers, etc.);
- Capacity building of local people for eco-tourism and eco-educational activities;
- Gaining support of municipalities for developing marketable eco-educational products; and
- Promotion of eco-tourism products.

Using the CEPA approach was essential for the success of the project. Establishing ecotourism activities without CEPA tools would have made it very difficult to meet the conditions for sustainable ecotourism programmes, such as the motivation of local communities to be involved in eco-tourism businesses; building trust and partnerships with them; developing necessary skills and knowledge; providing logistical support at the local level; and sensitivity to the interests and needs of others who are engaged in ecotourism or affected by it.

Conclusions: CEPA 'principles of excellence'

- The best way to overcome barriers between locals and managers of protected areas is to involve people in planning and participating in activities in the protected area.
- In the awareness-raising and learning process, the opportunity to share opinions, examples, and perspectives with different stakeholders is a very powerful success factor.
- The best way to overcome pitfalls in teacher education and training is to show them "how" rather than present them with "what" and "why" only; this approach gives teachers the skills to adapt and upgrade the original set of education products and programmes.

The Road from the Forest Schools to Education for Sustainability:
Developing the Hungarian Forest School Movement into a National Programme (1999-2003)

Katalin Czippán, Director, Environmental Education and Programme Office, Budapest, Hungary

Background

Hungary's Forest School movement originated in the 1860s based on the philosophy to teach and treat children who were suffering from respiratory problems in a healthy environment. In the 1980s, educators in Hungary noted that this educational method had additional value, and Forest Schools evolved from centring on health protection to environmental education. This kind of education was organised in different ways: camps, outdoor lectures, studies. A loose collection of bodies, including innovative schools and teachers, NGOs, national parks, the forestry service, and interested individuals called their activities the "Forest School", and decided to develop a common definition in order to find commonalities in content and methods.

In 2002, the Ministry of Education, the Ministry for Environment and Water, the Ministry for Children, Youth and Sports and the Hungarian Prime Minister's Office jointly initiated a national six-year long programme to support field environmental education and particularly the Forest School Programme. The long term broad objective of the programme is to ensure that every child has the opportunity to attend Forest School on at least one occasion during their primary education.

The Forest School movement is a unique and complex educational opportunity. Forest Schools are an organic part of the school's pedagogical approach and satisfy the goals of the local curricula. A five-day programme held during the school term, the Forest School is situated in the neighbourhood of the organising school, in a natural environment if possible. An important goal of the Forest School is to develop healthy lifestyle skills in harmony with nature and foster a community-minded sensibility. The learning ground is the local community and its landscape, and the local strengths and abilities of the community are utilised.

Forest Schools can be established either through individual schools which take responsibility for elaborating programmes, acquiring the means to support it, and implementing it (it is taught by the school's own teachers), or through the Forest School Service. The Forest School Service supports the implementation of organised educational and learning activities by providing a proper place, vocational programmes, specialists, funds, and materials.

In 1999, the Ministry of Education and the Ministry for Environment and Water established the Environmental Education and Communication Programme Office (EECPO) to carry out governmental duties for environmental education in Hungary. The Office operates under the supervision and financial support of these

Ministries and aims to fulfil its mission "to educate people to develop their knowledge, awareness and responsibility for their environment with a view to promoting proactive interest in environmental sustainability". In order to achieve this goal, EECPO uses its professional experience and organisational expertise to research, implement and evaluate programmes which facilitate improvement in a wide variety of fields. Moreover, EECPO aims to accelerate the information flow between institutions and organisations who are actively working in the field. This work is supported by a Cooperation Agreement signed by the Ministry of Education and the Ministry for Environment and Water, which prescribes a mutually provided sum of 600 million HUF to subsidise facilities and investments in buildings, develop the quality of the Forest School's pedagogical approach, and widen the spectrum of available resources and teaching aids. These cooperating ministries have currently contracted to keep the agreement in effect until 2008.

The issue from a conservation perspective

Developing an appreciation and an ethic of care for nature has to begin in early childhood. Elementary schools have a pivotal role to play in developing a sense of responsibility for all living and non-living creatures through experience-based education. Through practice, children learn how the relationship between human beings and nature works, and recognise their role in the system.

Previous approach (without CEPA)

In the past, the Forest School was defined differently by different groups: forestries called most of their educational programmes Forest School, elementary schools called their several day long outdoor programmes Forest School, and frequently the distinction between the programme itself and the physical location of the programme was unclear. Some schools had committed teachers and/or headmasters who organised environmental education activities, others were not interested. There was no secure financial support for outdoor and environmental education programmes - they were supported in an *ad hoc* fashion.

The new approach (with CEPA)

It was primarily the nature conservation and environmental protection NGO society that initiated the conversation to have a common understanding on Forest Schools and to agree that one of its main tasks is education for nature conservation. The EECPO and the Forest School Foundation then organised a series of workshops which ended with a summary conference in 2001. More than 1000 experts, teachers, and current and prospective Forest School providers listened to each other and shared their visions in events across Hungary. The greatest achievement of these meetings was the approval of the definition of Forest School. The decision-makers at the Ministry of Education and the Ministry of Environmental Protection were invited to take an active part in these meetings. Furthermore, the workshops contributed significantly to the development of the

objectives of the National Forest School Programme, and the steps needed to accelerate the involvement of more schools and other stakeholders.

The most important outcome of the meetings and conversations was that the emphasis was shifted from environmental education to education for sustainability.

The 'tipping point'

When NGOs and other interest groups began treating public servants as partners rather than as target groups to be lobbied, momentum for the Forest Schools began to build. Ministerial employees were invited to participate in the consultation and planning process and their perspectives were integrated. Common ground was reached on educational content, philosophies, and objectives, and when the findings were elaborated and publicly communicated, Forest Schools gained broad social acceptance.

Results

The Ministry of Education, the Ministry for Environment and Water, the Ministry for Children, Youth and Sports, and the Hungarian Prime Minister's Office have jointly initiated a national six-year programme to support field environmental education, particularly the Forest School Programme. The long term broad objective of the programme is to ensure that each child has the opportunity to attend Forest School on at least one occasion during their primary education.

The above-mentioned supporting parties have signed a Cooperation Agreement which mandates a mutually provided annual sum of EUR 2.5 million to subsidise facilities and investments in buildings, improve the quality of this educational approach, and widen the spectrum of available resources and teaching aids. A seven-member Inter-ministerial Committee has been established to implement the Programme.

Environmental education, including the Forest School programme, has been incorporated in the Public Education Law. More and more service providers have developed Forest School programmes and taken steps to elaborate and launch a quality assurance programme. Moreover, hundreds of teachers have seized the opportunity to take part in specialised in-service teacher training programmes.

Success factors

- Recognising and utilising the common interests of several sectors;
- Continuous communication among different interest groups led to a common language, common understanding, and common goals, which in turn produced a "critical mass" politicians listened to. Support for the programme followed from this.
- Listening and understanding the needs and motivation of decision-makers and public administrators. Calling upon them to play an appropriate role

led to them becoming engaged in the improvement and further development of the Forest School programme.

- The Inter-ministerial Committee, which is the decision-making organ of the Programme, has become a real working team; the members stay in daily contact with each other as a result of the carefully planned and moderated meetings and workshops.

Room for improvement

- It is important to keep high-level politicians and decision-makers interested in continuing the Programme until it is sustainable and self-supporting.
- The biggest challenge is to maintain the results, outputs and outcomes - i.e. to keep the several learning networks of different actors operating (teacher educators, service providers, teachers, and NGOs).
- A clear and transparent monitoring system has to be established, and the results communicated to the whole society.

Key CEPA interventions

- Identifying the stakeholders and developing active communication among them;
- Carefully planned and facilitated cross-sectoral workshops;
- Listening and understanding, then involving the actors in the process; and
- Developing learning networks.

The added value of CEPA for this project was the way in which it harmonised the communication and involvement of key players. Learning networks were developed that helped make the Forest Schools more professional, high-quality, and sustainable over time. As well, CEPA helped bring different interest groups together around common lobbying points. The outcome of their activities became significant as financial support for the programmes was raised in combination with other resources.

Conclusions: CEPA principles of excellence

One of the unexpected results of the programme is that, through cross-sectoral partnerships, a sole focus on nature education evolved to education for sustainability. In this way, the first step was taken to map and elaborate the framework for Hungary's "Learning for Sustainability" Decade. The CEPA process demonstrated that the effective communication of common goals and a common vision can enable all key players (among others, the decision-makers) to participate actively in the programme. Similar ideas were moved in the same direction, which helped to amplify and unite the ideas and the people who supported them.

Designation of Natura 2000 Sites in Latvia

Valdis Bisters, Head External Relations, Ministry of the Environment, Latvia

The issue from a conservation perspective

Looking down from a plane at Latvia, one sees a green and blue country where river streams and lakes glisten among forests and fields. Almost 50% of the territory is covered by forest. The 500 km coast of the Baltic Sea, with its sandy beaches and dunes, surround the country from the west and northwest.

According to the bio-geographical division of Europe, all of Latvia is situated in the Boreal region together with Sweden, Finland, Estonia, and Lithuania. Biologists have estimated that Latvia has 70 bird species, five mammal, three amphibian and reptile, 11 fish, 20 invertebrate, 20 plant species, and 60 habitats of European Community Interest (according to the Birds and Habitats Directives of Natura 2000). Some species that are very threatened in western and southern Europe have rich and healthy populations here. For example, the White Stork, which has approximately 10,000 nests, and the Corncrake which has about 30,000 pairs, are both common species in the Latvian countryside. They are mainly threatened by intensive agriculture and unsustainable forestry practices elsewhere.

Previous approach (without CEPA)

Legislation on new protected areas in Latvia was established following proposals by conservation experts. Research and inventories were commissioned by the Ministry of the Environment. The results laid a foundation for the development of legislative acts for specially protected areas to be adopted by the Government. Stakeholders tended to be informed only after the legislation was enacted.

The issue from a "people management" perspective

Preparations for the designation of potential Natura 2000 sites began in 2000. The first step was to do an inventory of species and habitats. Sixty-eight experts were involved in this work from universities, scientific research institutions, the State Forest service, and NGOs. The Latvian Ornithological Society, Latvian Fund for Nature, Latvian Teriological Society, Latvian Entomological Society, and the Latvian Botanical Society have been active participants in this preparatory inventory process. A Steering Committee was established consisting of representatives from relevant ministries, the Association of Local Municipalities, the State Forest Service, and State Forest enterprises.

After the first season in the field it became clear that existing territories did not host sufficient numbers of certain habitats and species. Additional field work was planned to investigate new sites, which were chosen for further investigation based on earlier inventories and satellite images. Work was carried out over three seasons in the field and, together, over 1000 traces or units of different species and

habitats were found. These findings resulted in the proposal of 122 new sites and significant changes of borders for 48 sites.

After the proposed site borders were mapped, scientists became involved in public negotiation and explanation. Regional seminars and targeted meetings were organised involving national and regional environmental administrators, the forestry sector, municipalities, and landowners. Local press and TV crews were invited and covered the proceedings with interest.

The new approach (with CEPA)

It was decided to inform stakeholders about the designation of new protected areas before they were formally approved and legislation was passed. First, the Ministry of the Environment, in cooperation with regional environmental boards, organised eight regional briefings to inform local governments and participating institutions. After these meetings, it was clear that more local meetings involving local stakeholders (mostly land owners and managers) were needed. The Nature Protection Board, in cooperation with the regional environmental boards, held meetings in about 65 municipalities explaining Natura 2000, the value of conserving nature in the territories, and possibilities for sustainable development and attraction of funding for nature-friendly activities. The municipalities and landowners were invited to comment on the borders of the proposed protected areas. All together, more than 2000 participants have been involved in meetings and discussions.

In order to widen public participation in the process, the Ministry of the Environment held a press conference to launch a public involvement campaign, "Propose Territory!" The campaign lasted 4 months - from February to the end of May. The aim was to encourage landowners and municipalities to propose valuable territories to be assigned nature protection status and, most importantly, to be included in the Natura 2000 network. The application had to contain information on the precise location of the nominated area (map of the district, roads, dwellings, and, if possible, the owner of the territory), a defence on the value of protecting this territory (landscape, natural features, animal or plant species, etc.), as well as the contact information of the person who nominated the territory.

A booklet, brochure, and posters were produced to explain the Natura 2000 network and the EU policy for nature conservation to a wide audience. Promotional activities were carried out by the Minister of Environment and Ministry officials in regional meetings with landowners, municipalities, regional environmental boards, and media. Press releases were disseminated to regional and national media and information was also published in a newsletter "Dabas Daudzveidiba" (Diversity of Nature). A special poster for the campaign was also created and distributed.

The campaign ended with a special event on Biodiversity Day, May 29, 2003. The aim was to celebrate the culmination of a process that established new protected territories in Latvia and present a summary of the campaign "Propose Territory!" Fifty proposals in all were received and information about the campaign results was distributed to the media.

The 'tipping point'

At the heart of the process was the notion of "owning" the issue. It was very important from the very beginning to present the designation process as one which doesn't simply add new restrictions and more regulations but also brings long-lasting value and contributes to the social and economic renewal of Latvia's rural areas. Nature 2000 is not purely about protection and isolating nature from people; it is about making the right choices and practising good management. Campaign "Propose Territory!" motivated private owners to look at nature conservation issues differently than before, since it was a well-known cliché that nature conservation takes place in specially designated areas by state administration. If there is space and time for discussion, questions, and other forms of public involvement, understanding will emerge. This has a truly lasting effect and reinforces involvement and support, in spite of the limits and constraints facing people and places who have never had the attention of nature protection measures before.

Results

In total about 12% of the territory of Latvia, with 336 specially protected nature areas have been submitted to the European Commission. All sites have national designation, which means they have protection status based on the needs of the species and habitats they host. Some of the sites have strict protection status, such as nature reserves. Others are designated as national parks, nature parks, or protected landscape areas. For protection of single species localities or small size habitat, micro reserves were established. The largest territory on the list is Gauja National Park. It occupies about 92,000 hectares and was established in 1973 to protect the ancient valley of the river Gauja and its tributaries. The National Park hosts habitats of many rare animal and plant species but also 200 nests of the White Stork and other species and habitats common to Latvia but protected by directives. The smallest candidates for protection under Natura 2000 are 2 ha to even 0.87 ha. The smallest is a meadow designated to protect a very rare and endangered plant - *Dianthus superbus.*

A variety of communication and public information activities related to the Natura 2000 potential sites are supported by the EC LIFE nature programme. There are currently eight projects being implemented in Latvia, which have in total received 9.9 million euros, including 7.7 million euros of co-financing from the EC. Financing available through EC LIFE Nature projects is as big as Latvia's entire state budget for nature protection (approx. 1.6 million euros per year).

Success factors

- Competent and well trained staff (with strong communication and facilitation skills);
- Good cooperation among different organisations involved in nature protection;

- Positive attitude of society in general - Latvians' deep love and respect towards their land and all living things and a commitment to protect them;
- Financial support of the inventory and public information process provided by national funding sources and technical assistance from the Danish Government; and
- The majority of the new designated areas were state owned land, which made the task easier in terms of public acceptance and communication.

Room for improvement

The main obstacle during negotiations was the fact that there was no support scheme in the EU financial mechanisms for maintaining mature forest. A law for a national compensation scheme is still under discussion, but we hope that all forest owners will join the lobby for the adoption of the law.

Other areas that could use improvement include:

- More time for communication before designating new areas;
- Public communication should have been accompanied by other policy measures such as economic compensation and marketing of tourism products of natural and cultural significance;
- The public information and awareness process must be maintained and changes in stakeholder awareness monitored;
- The need for regional (decentralised) institutions in Latvia that would coordinate the management of Natura 2000 sites (including communication as an essential part of the management) was recognised. A strategy for creating such institutions is being elaborated (it refers particularly to territories that do not have their own administrative structures).

Key CEPA interventions

The central CEPA intervention in the process was the communication of information and raising awareness before passing the legislation on new protected areas, including:

- Eight regional meetings;
- Meetings in about 65 municipalities, which will have new areas;
- Information materials – booklets, folders, posters;
- Awareness raising campaign "Propose a territory!"; and
- Communication with the main stakeholders.

The application of the CEPA approach had very good timing and results and we assume that it will have a lasting effect. Designation of territories to be included in the list of specially protected sites with European Community Interest is only a small, visible 'tip of the iceberg'. The real work will begin with the development of management plans and implementation, particularly for privately owned territories. If all of the tough questions about regulatory measures are discussed well in

advance, this will provide a good foundation for constructive cooperation between state administration and landowners. They are all part of the same issue and the same problem, and moving forward with this in mind is crucial for success.

Conclusions: CEPA 'principles of excellence'

- On–going process and continuity;
- Involvement of stakeholders;
- Well prepared scientific information and right timing for public information;
- Subsidiarity of the Natura 2000 implementation process, including communication; and
- Combination of CEPA tools with other policy instruments and mechanisms - economic, market, legal.

From Conflict to Cooperation:
Thanet Coast and Natura 2000

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The issue from a conservation perspective

Thanet Coast is a Natura 2000 site for wintering birds, chalk reefs, and sea caves. It is also a coast with intense human pressures: fisheries, recreation, a port, development pressure, and coastal protection. The coast receives over 2 million visitors annually and there is a local population of about 130,000 living immediately adjacent to the Natura 2000 site. Recreation activity was known to be causing severe disturbance to the wintering birds; as a result, some birds were not building up enough body fat to migrate to their breeding grounds. Recreation also caused minor damage to the soft chalk reef.

The Local Authority (LA) and the Port objected to the proposed Natura 2000 site, perceiving it as a threat to economic regeneration and undermining local governance. The area had many social and economic problems with high unemployment and Objective 2 status - acknowledging it as a priority area for economic regeneration within Europe. The LA and Port lodged a formal objection with the Secretary of State for the Environment and said if necessary they were prepared to take their objection to the European Court. They were ready to test the European economic agenda for the area (expressed by Objective 2 status) against the European Natura 2000 biodiversity agenda. They said they would not cooperate in the task of producing a formal statutory Management Scheme.

Previous approach (without CEPA)

For at least 20 years, there had been tension and difficulty between the LA and English Nature (EN) (and English Nature's predecessor the Nature Conservancy Council (NCC)).

In the face of severe social and economic hardship, the Local Authority did not value the rare and scarce habitats and species around the coast. However, the situation had not been helped by English Nature's (NCC's) approach. This had tended to be one of telling the Local Authority what it should or should not be doing under national and international law.

There had also been several cases where English Nature had to lodge formal objections to development proposals. In one example, the Local Authority supported the development of a new road to the port that would have damaged the chalk reef and caves. English Nature objected, the case went to a Public Inquiry (a formal legal process), and English Nature won the case. The road was redesigned to go through a tunnel but this caused a 10-year delay. Without good road access, the port was not viable. The Port operators pulled out and many jobs were lost.

The issue from a "people management" perspective

In 1996 a new officer was appointed by English Nature to be responsible for the Natura 2000. The officer realised the situation was very sensitive and at risk of escalating and ending up in a legal battle over the site designation and the Management Scheme.

Government policy was that each coastal or marine Natura 2000 should have a 'Management Group' comprising all authorities with statutory responsibilities relevant to the Natura 2000. For Thanet, this was 9 different authorities. Because of their objection, the Local Authority officers had been told by Directors and elected council members that they should not help form, or attend meetings of, a new Management Group. This made it pointless for any of the others to meet together and made progress of any sort very difficult.

The new approach (with CEPA)

The English Nature officer decided to visit the heads of all the different Local Authority departments on a one-to-one basis to listen to their issues and concerns. This included: Economic Regeneration, Leisure and Tourism Management, Coastal Engineering, Development Planning, and the Harbour Authority. Following this, department heads agreed that their officers could come to the first meeting of the management group.

The English Nature officer facilitated this first management group meeting in an interactive and participatory way. The meeting was used to list human activities, think about information needs and list possible stakeholders. Being facilitated was a new experience for most people but was an excellent way of breaking the ice between the different authorities and agencies and helped people realise the complexity of the situation and the need to work together. The English Nature officer ran subsequent meetings in the same way but shifted the focus to how issues could be discussed, not the issues themselves. The officer proposed a deliberate, independently facilitated, consensus building /conflict resolution approach that would help a wide group of stakeholders agree the content of the Natura 2000 Management Scheme.

The officer also proposed that the consensus-building process should go beyond management of the Natura 2000 features and include some of the Local Area concerns, including:

- The need to find new ideas for jobs and economic growth; and
- The need to resolve conflict between different coastal recreation activities and improve safe use.

The Local Authority recognised that these outputs would be valuable to them, and by then officers had experienced the difference a skilled facilitator could make. They agreed to take part in the consensus building process.

The English Nature officer then worked with a professional third party consultant to carry out stakeholder analysis and design and manage a year-long consensus

building process. This process involved over 100 stakeholders in a sequence of four workshops. The workshops were seen as only one part of the whole process. Equally important was the time planned in between workshops for information gathering, drafting text, or enabling people to check back with those they represented.

The workshops were very interactive and fully facilitated to ensure everyone could have their say and strong-minded people did not dominate the discussion. During the workshops, a range of interactive techniques were used to help people list information needs, fill in maps, brainstorming ideas, check solutions against agreed criteria, and plan action.

The 'tipping point'

There were three particular 'tipping points' that each caused a step change in relationships between the Local Authority and English Nature.

The first was the officer going to each head of department in the Local Authority to listen, ask questions and seek to understand their concerns. This surprised people. They expected to be told what their statutory duties were and so were pleasantly surprised that they were being listened to with an open mind. As a result, department heads moved from a position of non-cooperation to agree their staff could attend meetings.

The second significant event was that the first management group meeting was facilitated by the English Nature officer.   This was partly because of the difference a trained facilitator makes, but it was also because it was the English Nature officer who was taking this impartial role and just helping everyone else list their thoughts and ideas. Several people commented that they expected this first meeting to be tense, formal and argumentative, with people restating their positions (for or against the Natura 2000) and polarising further. Instead people were able to work together in an informal way. The meeting was only 3 hours long, but in this short time everyone got on first name terms, had fun and even started teasing each other in a friendly way. One Local Authority officer said it was the best meeting he had ever been to! This experience meant that although the Local Authority would not withdraw its formal objection to the Natura 2000 designation, the officers themselves looked forward to and enjoyed meetings of the management group!

The third 'tipping point' was the larger stakeholder consensus building process. About 40 people attended the first workshop. Some people, who came to represent a local association or interest group, were also elected members and so had influence in the Council. People enjoyed the first meeting, felt really listened to and began to believe they could make a real difference. Word spread, and more and more stakeholders came to subsequent workshops. Local Authority officers and elected members told the Heads of Departments what was happening and at the third of the four workshops, the Director of Planning attended. He was sceptical at first, but by lunch that day he had dramatically changed his mind. He said that if integrated solutions could be found that worked for economic regeneration and recreation management, as well as wildlife, his organisation

would change their stance and cooperate with producing and implementing the Natura 2000 management scheme. Officers could now go beyond merely attending meetings to pro-actively taking forward ideas.

Results

The interactive process and third party facilitators enabled people to step down from adversarial argument to find common ground, solve problems, and agree to action. Stakeholders expressed their appreciation at being involved in the process and said they felt their involvement had made a difference to the outcome. The following comments are an example of their feedback:

- '10 out of 10'
- 'Great opportunity and encouragement for every view to be expressed'
- 'Small voices able to express their views in informal groups and friendly atmosphere'
- 'Many valuable new ideas thrown up, lots of innovative methods'

Most significantly, the Local Authority changed its stance and acknowledged that it was possible to work positively with English Nature.

During the process, stakeholders proposed a new coastal wildlife project to promote wildlife, wildlife tourism, educational activities, wildlife arts, and help recreation activities agree voluntary codes of conduct. The Local Authority agreed to work in partnership with English Nature to help set up the wildlife project and provide office space.

Because everyone had worked together to agree the contents of the Management Scheme, implementation could begin before the Scheme was even properly written. As a result, the new wildlife project and the Management Scheme were launched at the same event. At the launch, elected Councillors commended the work that had been done and pledged ongoing support. The wildlife project continues to be a success, raising awareness, getting a high turn out for events and getting good media coverage. Elected Councillors speak with pride of the work it is achieving and its contribution to a better quality of life. A particular success has been helping different recreation activities develop codes of conduct and explaining to site users the sensitivity of the birds and the reef. This has led to much less disturbance to the wintering birds and research shows the birds are now fatter!

Positive working relationships have continued between the two organisations even when dealing with difficult cases. This has included using a creative, problem solving approach to discuss a high profile and potentially damaging development proposal. By taking this approach, issues were resolved and formal objection and Public Inquiry avoided.

Success factors

- An officer trained in consensus building/conflict management who knew to:
  - Listen first;
  - Shift the debate from the issues to the process;
  - Communicate the intent to cooperate and find mutually acceptable solutions;
  - Broaden the discussion and problem solving to include issues of particular concern to other stakeholders; and
  - Actively look for win/wins.
- The use of a deliberate and professionally designed and facilitated conflict management and consensus building process;
- Sharing decision-making power with a wide range of stakeholders;
- The involvement of stakeholders in the same events rather than splitting into focus groups. This meant stakeholders could all hear and understand each others views; and
- Giving the processes of consensus building time to work – the Management Scheme could have been written much more quickly but would not have had the 'buy-in' and support of those it would affect.

Room for improvement

The process is regarded as an example of best practice and has been the subject of several research projects. The only criticism is that some of the ideas and actions (some of those to do with economic regeneration) were dependent on a particular officer in the Local Authority to implement. The officer then moved jobs and these actions were not taken forward by anyone else. Some stakeholders have expressed disappointment about this. However, dependency on particular officers and the need for a good handover when staff change is relevant to all action planning and implementation - it is not the result of this particular process.

Key CEPA interventions

- Having one-to-one meetings to listen to, and understand, other stakeholder's perspectives;
- Facilitating (not chairing) management group meetings;
- Spending time building agreement about how the issues would be discussed, rather than focusing immediately on the issues themselves;
- Broad stakeholder involvement (Authorities, Agencies, NGOs, local recreation and fisheries interests, community groups, the police, experts and scientists);
- Using a deliberately designed and coherent consensus building process facilitated by a third party;
- Deliberately including time for creative problem solving in workshops;
- Setting up a partnership project to promote the value of wildlife; and
- Working with site users to develop voluntary codes of conduct to minimise their impact on the wintering birds and the reef.

Without the use of these CEPA activities, it is likely that the situation would have polarised much further, with each side threatening legal action. It may well have gone to Ministerial involvement and potentially the European Courts. With polarised and damaged relationships, it would have been impossible to manage the N2000 site, as this could only be achieved with integrated decision making and cooperative action. The quality of the habitat and health of the birds would have deteriorated further. At the start of this case, there had already been 20 years of tension and difficulty between the two organisations. Further conflict would have meant it would have been many more years, even decades before positive progress could be made.

Thankfully, the consensus building process and other CEPA activities worked and this site is seen as an example of good practice instead.

Conclusions: CEPA 'principles of excellence'

The way that decisions are made affects the outcome. Understanding the principles and practice of consensus building and conflict management make all the difference!

Traditional approaches to nature conservation (in England) have involved a narrow focus on nature conservation, statutory requirements, and telling other stakeholders what they should be doing. When nature conservationists move away from this and work co-operatively with other sectors, it is possible to find mutually acceptable solutions (win/wins). This requires broadening the discussion to include wider concerns and integrating biodiversity management with other goals. However, good intent is not always enough and using deliberately designed and facilitated decision-making processes can make all the difference. It is important that nature conservation professionals become more skilled in principled negotiation for smaller scale situations, and know when and how to use consensus building/conflict resolution processes for complex situations that involve multiple issues and many stakeholders.

Hunters and Fauna Management at the Parc Natural de la Zona Volcánica de la Garrotxa (PNZVG) (Catalonia, Spain, 1989–2004)

Jordi Falgarona i Bosch, PNZVG Rural Improvement Area and Emili Bassols i Isamat, PNZVG Natural Heritage Area

Introduction

The *Parc Natural de la Zona Volcánica de la Garrotxa* (PNZVG), designated in 1982, covers an area of 14 km², with a population of about 40,000 inhabitants, including those who live in the villages inside its borders. Some 90% of the land is privately owned. Socially, there is a long tradition of local associations that represent almost every field of interest. Active public involvement in diverse groups of associations may help to explain why the need for communication and participation has been considered an urgent need ever since the Park began to be managed in 1986.

In order to address and formalise that need, a consultative body called the PNZVG Co-operation Council (CC) was legally established in 1991. The Council was open to any association concerned with park management issues, and today there are 47 member organisations. The need for a formal Council dates back to 1989, when the proactive approach used with local hunters associations began. Nine hunting associations, representing almost all the associations in the area, are now members of the Co-operation Council.

The issue from a conservation perspective

Hunting is a legally recognised activity in practically all of Spain, including Catalonia, except in a few sites under special regulation because of national and international acts and conventions. The exceptions do not cover the protected areas that could be classified under IUCN Category V. Therefore, hunting has to be understood in the PNZVG as an activity to be managed rather than something to be prohibited.

In the PNZVG Act of 1982, fauna was not designated as a special feature to be preserved (as is the case for *gea*, vegetation and landscape). Although the park plan mentions general regulations on strictly protected fauna in Catalonia, including a few specific articles on some invertebrate species and preventing the introduction of alien species, it does not deal in any respect with hunting management.

Fauna diversity was, and still is, decreasing, mainly because of the changing land uses in rural areas: the abandonment of agricultural and grazing land, the near-disappearance of forestry activities, depopulation, agricultural mechanisation, widespread use of pesticides, etc. In this context, the impact of hunting has to be seen as a minor impact on the health of fauna diversity. The impact of "cynegetic farms" (farms where hunting is allowed) and the introduction of some alien

species by hunters is also irrelevant, as these species tend to die a few days after their release because of an inability to successfully adapt, predators, or hunters.

Pressure from hunters focuses on a few species of cynegetic interest, mainly wild boar (*Sus scrofa*) (the only big game), rabbit (*Oryctolagus cuniculus*), and birds such as the red-legged partridge (*Alectoris rufa),* woodcock *(Scolopax rusticola)*, and quail *(Coturnix coturnix)*. The "star" hunting species is wild boar, whose increasing population (due to the abandonment of rural and forest land) is having a big impact on crops, especially corn. The biggest threats are to rabbit (which has a much reduced population because of two viral diseases) and the red-legged partridge and quail, both of which have been affected by intensified mechanised agriculture and pesticide use. The partridge in particular has been losing favourable habitats.

Previous approach (without CEPA)

When the park began to be officially managed in 1986, the budget was low and the team was too small. Because of the lack of recognition of the fauna in the PNZVG Act and Plan, resources allocated to its study, monitoring and management were very scarce. On the other hand, however, park managers' interest and awareness in fauna conservation was high and this brought increasing pressure on the enforcement of general hunting regulations and, not surprisingly, increased conflict with hunters.

At this point, the local population perceived park policies in a negative light for a variety of reasons, some justified, some not. The hunters' conflict added weight to the negative perception, which spread first to farmers (who were hunters themselves or saw hunting as an effective way to stop damage to crops) and then to the general population (hunters are a heterogeneous group which includes people from almost all sectors of society). Other bodies in both the public (regional ministries, local authorities, etc.) and private sectors (hunting federation, farmers unions) stayed away from the issue or aligned themselves more closely with the hunters.

The issue from a "people management" perspective

Although public support for hunting is decreasing, it was very strong in 1989 and remains so. Considered a traditional activity, the membership rate in local hunting associations in the PNZVG includes about 8% of the general population (the number of those who are active hunters is not known but it would be significantly lower). In order for each hunting association to keep their hunting area free from non-members and its border legally recognised, it has to have an agreement with the landowners.

Local views: Local hunting associations, as a general rule, are comprised of people from the same municipality and surrounding areas. They know every corner, they love the country, and they are proud of it. During the hunting season they spread out over rural lands and forests and during the rest of the year they take care of

paths, ponds and, somehow, of the cynegetic fauna. Farmers look to them as their only help when fighting crop damage and poultry losses caused by wild animals.

Park views: Park managers are short of tools and resources to deal with conservation issues and they recognise that protected species are not the prey of the hunters (except poachers) and that there are other more powerful factors that have a negative impact on fauna conservation. More than that, they recognise that the overpopulation of wild boar and predators, wild animal diseases, and decreasing fauna diversity can be managed more effectively with the cooperation of hunters.

The lack of legal recognition of fauna and hunting responsibilities in the park meant that the only path available to hunters and private hunting bodies, as well as public bodies that are legally responsible for the park, was CEPA.

The new approach (with CEPA)

Through individual meetings with hunters, park managers came to understand that the conflict was not widely supported and that the negative perception of the park was being bolstered by only a few hunting leaders, who were taking advantage of the lack of communication to protect their own interests.

A series of meetings were held with three "less angry" hunters' associations and, from the very beginning, it was clear that there was a wide range of issues on which the park and hunters had in common. Suspicions cooled a bit and the first step was taken to identify the hottest issues: Poachers and stopping crop damage caused by wild boar. Two agreements resulted: a co-financed system of poaching prosecution, and a joint formal petition to the Hunting Directorate for a local change in wild boar hunting season to make it correspond with the crop season. Four other associations joined the group along the way, while the few who were left became more and more isolated.

It was agreed that the groups would meet twice a year and since then these forums have built mutual confidence and promoted many different projects. A common ground on fauna management was reached between the park and hunters because both sides recognised that the distinction between cynegetic and non-cynegetic species was based on law, not nature.

The 'tipping point'

Almost two years after communications had begun hunters became convinced of the advantages of mutual cooperation. The positive and receptive attitude of the Park managers, the availability of the Park's specialised staff, and their quick, coherent responses to potential problems helped to strengthen ties between hunters and Park staff.

From the beginning, collaboration with the most active and influential members of the hunting societies has proved to be a crucial part of making Park management easier and more successful. For example, making hunters aware of the need for

hunting management by showing them data obtained from periodic field checks of different species was a very worthwhile effort. Thanks to the Park's policy of raising awareness, the reports on boar hunting provided by most hunters during the designated hunting season have been a complete success. In fact, twelve other areas in Catalonia have started using the same formula for their database for several species. Hunters are proud of their contribution in making this possible.

In our opinion, a clear indication of the healthy relationship between Park managers and hunters is that whenever a new proposal for collaboration is put forward, hunters accept it willingly.

Results

The impacts of the CEPA approach on hunters as a whole cannot be measured because the PNZVG used different CEPA tools on different target groups. The main result of using CEPA with hunters is the development of mutual confidence and the capacity to make a clear distinction between "controversial issues - common interest areas", as well as deal with the hunters' perception that hunting management should be more proactive and scientifically-based.

In terms of fauna management, some clear results were achieved. These include:

- Increased park influence on hunting management, and indirectly on fauna management, beyond park boundaries (14 km^2). The land area represented by hunting associations in the scheme totals 32 km^2;
- Capacity for park managers to introduce hunting planning systems, by way of Hunting Plans that take into account the needs of non-cynegetic species and cover the entire area where hunting will take place. This includes "people secure areas", hunting reserves, etc.;
- Hunters and farmers support for and commitment to a 5-year project (1995-2000) for the re-introduction of roe deer (*Capreolus capreolus)*;
- Reduction of hunting pressure by promotion and designation of more locally based hunting areas;
- Hunters' and landowners' agreement on designated "wild fauna safe areas";
- Hunters' and landowners' support for using abandoned land to improve habitats;
- Co-operation on data collection of fauna (population, health, monitoring, etc.), especially on wild boar. The scheme used for this mammal monitoring is now used by other protected areas and other special hunting areas of Catalonia;
- Scientific approach to controlling predators and damaging species;
- Hunters' commitment to a new project on ungulates casualties on roads, which will identify better solutions for improving a road fauna preservation system;
- Yearly publication of a bulletin, "El Caire" ("The edge" - where two opposites meet); and
- Greater success in fighting wild animal diseases.

Success factors

- Avoidance of self-sufficiency by park managers and scientific experts. Specialists engaged in fauna management projects are asked to work closely with the hunters' associations;
- Enough economic resources devoted;
- From the very beginning of the scheme, an external experienced fauna specialist consultancy was engaged;
- Transparency and sincerity when dealing with controversial issues;
- Continuity and coherence of principles and actions over the years;
- Delivery of data collection and monitoring results to hunters and presentations of conclusions by the authors;
- Capacity to deliver financial resources to help hunters with the cost of implementing Hunting Plans, for example, improving paths, seeding abandoned agricultural land, hunting area identification signs, etc.; and
- Capacity to provide technical support to hunters, such as cartography, key note speeches by fauna specialists on the status of different species, etc.

Room for improvement

- Reinforce the commitment of other public and private bodies related to hunting in order to avoid outside scepticism or negative influences;
- Increase efforts at promoting awareness of hunters on protected species and looking at the natural system in a more holistic way; and
- Strengthen interest in proactive hunting management and apply it more generally to fauna management.

Key CEPA interventions

The first step was to identify hunters' attitudes as positive or neutral regarding the park and isolate those who were clearly against it. The next step was to highlight awareness that the park and hunters shared common problems (such as poachers and crop damage). Next, the Park's commitment to take an active step with hunters, not just with words but with action and money, showed the Park's willingness to take a participatory approach. Hunters then eagerly met with other hunting associations and members in order to bring them into the scheme. From then on, the same message and the same active commitment and transparency were sustained over the years.

CEPA introduces important criteria on different aspects of managing an environmentally protected area. For example, CEPA is of great help in dealing with human activities that are potentially problematic (such as hunting) or even in providing clues to improve the relationship between hunters and managers.

As long as the basic principles of Communication, Education, Participation, and Awareness, are considered and put into practice whenever a decision has to be taken, we are on the right path to success and not far from achieving our goals.

Therefore, CEPA becomes an essential tool when the aim of managers of an environmentally protected area is not only solving problems that arise but proactively seeking success, that is to say, gaining the support and understanding of its inhabitants.

Conclusions: CEPA 'principles of excellence'

- CEPA requires a clear, true, coherent and long-lasting message.
- CEPA demands humility from managers and specialists. They must be aware that they do not know everything and that there are other ways, sometimes better than theirs, to achieve conservation.
- CEPA demands transparency.
- CEPA results have to be planned as medium and long-term objectives.

Engaging Villages in an Ecological Network

Tina Trampuš, Institute of the Republic of Slovenia for Nature Conservation, Slovenia

The issue from a conservation perspective

In the Slovenian Istria and Karstic region, there are many village ponds that were once used for watering livestock. These are the only still waters in this part of Slovenia and because life in the villages has changed and the cattle are now gone, ponds have been slowly disappearing. In some cases, ponds were renovated but without consideration that these were fragile ecosystem. Many times, ponds were simply filled in with soil. Consequently, the ecological network of ponds has become very unstable and flora and fauna are under threat.

Previous approach (without CEPA)

The previous approach by the Institute for Nature Conservation focused on the protection of ponds through regulations and restrictions. Other interest groups like NGOs and museums worked on public awareness and gathering information on ponds. However, there was no communication between nature conservationists and other stakeholders, which left knowledge of the ponds in the hands of experts. Key stakeholders and interest groups were excluded from understanding the significance of the ponds and the work that was being done to preserve them.

The issue from a "people management" perspective

Local people were identified as the key group to maintain the ponds and upon whom the existence of the pond network depended. The crucial question was, "What could motivate people to maintain or renovate ponds?" The complex character of ponds was demonstrated by the interest shown by different sectors, including nature conservation, cultural heritage, water and wetland management, and agriculture. Potential uses of the ponds were identified based on each of these interests and all were seen as possible avenues for engaging the public in pond conservation and use.

The new approach (with CEPA)

The Institute recognised the need to change our approach to planning conservation activities and use communication as a tool to get better conservation results as well as increase public acceptance of its ideas. Different interest groups were brought together to explore diverse aspects of the ponds and gather "know-how" regarding pond renovation. Working in partnership led to various interventions, the most important of which was communication supported by technical and economic instruments. A great deal of informal and personal communication was also used to explore the motives and interests of potential partners, above all, local people.

The 'tipping point'

The first tipping point was the change in the approach of our Institute. We stopped trying to convince people and didn't push a solution that we thought was best but rather listened to stakeholders and recognised the value of their knowledge. The idea of renovating the ponds became their own, and locals became the driving force of conservation actions and the main promoters of the project itself.

The other important moment was when we recognised the need for a strategic, partnership-driven approach. Working in partnership with different interest groups produced an acceptance of the project, demonstrated by their recognition of the projects' importance and support for the project in the form of money, participation in decision-making, and so on.

Success brings success: in the first village, renovation of the pond was a real success and everybody wanted to become a part of this story. This raised the interest of locals in other villages. Similar success with developing a conservation strategy at the regional level generated the interest and support of sponsors and people at a higher level, which, in turn, assured even more support for the project. In both cases the moment of success was really the point at which the process gained extra "spin" and energy.

Results

Through listening, strategic planning, and interventions, messages were adapted to each stakeholder. Working in partnership with experts and local people was the driving force that produced a "tool kit" of practical materials for teaching about pond restoration (CDs and brochures). Material was disseminated to all relevant stakeholder groups who were able to glean more relevant information about the value of the ponds, how to renovate them, and possible practical uses of the ponds. The indicator of success is the increased interest and number of requests for help or support when groups renovate ponds. There is an interest in expanding the project; another regional Institute is preparing an inter-regional project proposal to expand the work of eco-networks and raise public awareness on a larger scale.

The project elevated the reputation of nature conservationists, the Institute for Nature Conservation, and the sector itself, and it helped to increase public acceptance of its daily work. Coalitions among partners are used to continue work on the sustainable use of ponds at the municipal level, with local people, as well as other projects.

Success factors

- Working in partnership (knowing our limits and building partnerships);
- Project management (clear objectives, time management, organising our own feedback);
- Team work; and
- Strategic external communication interventions (adapting the message to the interests of each stakeholder).

Room for improvement

After the tool kit of CDs and brochures were distributed, the need to adapt it was apparent. The information could be prepared in an even more user friendly way; for those who did not have access to a computer there was a need for a paper version; for the less educated more explanation, information, and so on. Communication planning is still weak in the daily routine of the Institute, so more time and money should be invested in the field of education and public awareness. More efficient feedback and monitoring are needed and have to be planned. Partners need to explore and agree on the best future management solution and select the manager (NGO) itself. The Institute wants to stay in regular contact with stakeholders and assure that public awareness of its ideas, values, and activities is sustained.

Key CEPA interventions

- Informal and formal meetings and small discussions with the locals;
- Individual meetings with partners in preparation for bigger interventions (research of motives and interests, potential new uses of the ponds, etc.);
- Workshops and round tables and working in partnership with experts, NGOs, donors and sponsors, etc.;
- Public events (press conference, radio and TV interviews) that spread information and ideas and present a clear message that is adapted to the stakeholder/user.

Using CEPA, we were building trust. Because we were listening and not just talking and because we used this approach again and again, people started to believe us and finally became our partners.

Through better communication, we were able to gather the knowledge that was then distributed to different stakeholders and, finally, made available to the key group in charge of pond restoration. Joining forces with all of these groups helped them to proceed in the same direction.

Using CEPA, we acquired allies at the local and regional level and among experts and non-experts, decision makers, and the general public. We created networks that are now an important base for working on future projects and moving ahead in a common direction.

Conclusions: CEPA 'principles of excellence'

- Nature conservation is essentially working with people. In order to understand their attitudes and motives for action, different communication tools have to be used.
- To prepare, design and write brochures and other materials in a way that helps to achieve goals effectively, we have to know the target groups that are going to read them.

- Nature conservation depends on the cooperation of different experts, sectors, organisations and others that have to be brought together to work in real partnership. Nature conservationists cannot protect nature without instigating dialogue, discussion, public meetings, and other public involvement activities.

The Threat of Tourism to Beach Conservation in Minorca (Balearic Islands, Spain, 2000-04)

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Francesc X. Roig, Head of the Beach Management System of Minorca, Consell Insular de Menorca, Spain

The issue from the nature conservation perspective

Minorca is a small Mediterranean island (700 sq. km) designated in 1993 as a Biosphere Reserve. As opposed to other Balearic Islands, tourism has left a smaller footprint in Minorca since its reputation as a resort destination began some 10-15 years later than the rest of the islands. This means that there are still natural beaches that have not–and will not - be affected by urbanization. However, beaches that have been built nearby suffer from the pressure of massive affluence brought by tourism. The 70,000 inhabitants that live on the island throughout the year swell to more than 180,000 in August. All of these people visit beaches - both natural and urban ones - and most expect to find them kept as 'gardens' and fully equipped (showers, bars, dustbins, etc.). As a result, uncontrolled access and mechanical cleaning methods have threatened the conservation of dune and beach systems.

Previous approach

Historically, there has been no recognition of a problem with the beaches; beaches were not seen as threatened ecosystems but rather as a service or a product to be "consumed" by tourists. Until 1999, each of the eight municipalities in Minorca took care of their beaches and decided which services could be offered and how they were to be cleaned. These decisions were based mainly on the ideas and points of view of tour operators and hotel owners, who were primarily concerned with keeping tourists happy. In this way, unbeknownst to most, beaches were being permanently eroded (losing sand) because the mechanical cleaning of the beaches permanently disrupted dune morphologies. Dune-fixing vegetation could not root properly and a protective layer of the dead leaves of *Posidonia oceanica were* being stripped away.

The issue from the "people management" perspective

The local administration that gathers the eight municipalities together identified three main beach types and classified all the beaches into these three categories:

- **A** (beaches in tourist or urban centres);
- **B** (non-urban beaches easily accessible by car); and
- **C** (non urban beaches with pedestrian or maritime access only).

It proposed to manage the whole beach system according to these types, with more frequent mechanical cleaning of A-type beaches and only manual cleaning of

C-type beaches. This proposal had to be explained to both municipalities and hotel owners, who also needed to be convinced that tourists would be given more choices, since they could choose which kind of beach they preferred. The owners of some facilities and services on the beaches (bars, showers, umbrellas, etc.) also had to be informed that some restrictions would be imposed on them.

The new approach with attention to CEPA

Hotel owners, municipalities and local people had to be told that a change in beach management should be undertaken if beaches were to be preserved and if the island wanted to depend on beach tourism for the long term (*Communication*). Without integrated beach management there was the risk of losing the beaches themselves and, with them, the most important economic resource of the island. Most visible changes related to the new management system were seen as 'negatives' by locals and hotel owners: dustbins to be taken out, parking areas moved away from the beach, a more limited supply of beach bars, pedalos and parasols, and so on. Here, communication and education helped to explain the importance of dune ecosystems and why mechanical cleaning had to be restricted. Different leaflets and booklets were produced that targeted tourists, locals and scholars (*Education and Awareness*).

The 'Tipping Point'

The new beach management system was developed for all of the island beaches (78 in total), but was first tested on ten beaches over the course of a year (1999). After the one year trial, results were clear enough for us to demonstrate that none of the 'catastrophic' results foreseen by the most reluctant stakeholders had occurred. Apart from that, we spent the year working hard with the educational sector, publishing educational material including a storybook called "*The beach is alive*", which could be painted by even very young children, and which conveyed the ecological importance of beaches and the negative impacts of humans to older readers. During this time we worked with an NGO that was heavily involved in nature protection, called GOB Menorca.

The 'snowball' effect began when the major Hotel Owner Association of the island admitted that the new beach management system was a good solution. Following that endorsement, the municipalities began adhering to it. In the meantime, an effort was made to educate beach users through local media (newspapers and radio) and leaflets published in six different languages.

Since then, we have continued to report on and inform the public about the most important results of the new management approach, such as beach recovery projects. We also try to educate by responding to undesirable public demands such as beach regeneration with undersea sand or the removal of dead leaves of *Posidonia oceanica* from the beach. These demands appear in the media each summer and every year we explain that beaches are natural ecosystems where natural processes occur, and that we try to manage them by interfering as little as possible. When sea storms take away sand from the beaches, for instance, we tell

everybody that this sand will return to the beach if we wait long enough (providing that sand dunes are preserved), and that no regeneration is needed.

Results

Through informal and formal communication, effective cooperation among different interests was achieved. Clearer choices are now given to tourists and locals understand that leaving dead leaves of *Posidonia* on the beach is not the same as having the beach 'dirty'. Since 2000, some 3000 beach users have been personally informed (on the beach) about the environmental values of dune systems, and how services are offered with their preservation in mind. When asked about *Posidonia,,* almost 50% knew about its ecological importance and why it must be left on the beach.

Success factors

- The fact that the whole island is a Biosphere Reserve implies environmental protection and a 'different way' of doing things;
- Internal communication among interest groups; and
- Strategic external communication with visitors, students and local people.

Room for improving success

Visitors and residents have changed and adapted their behaviour on the beaches but there are still many things that can be done to improve the quality of littoral ecosystems. For example, keeping mechanical cleaning methods to a minimum or moving parking areas a bit further away from beaches so that they do not affect the dune systems. These changes will require more public participation and awareness.

Key CEPA interventions

The first main step in the project was to unify the management of the beaches under a single administration - a Beach Management Service. Once established, the Service participated in a scientific assessment of the beaches, directed by a geographer with deep knowledge of dune and littoral systems. Then, municipalities became well informed about the need to change the way beaches were treated and, afterwards, this information was communicated to hotel owners. Meanwhile, educational campaigns were organized (and continue to be) to inform tourists and residents about the natural value of beaches.

The added value of using CEPA in this project was the diversity of channels and ways through which relevant information reached the target stakeholders. The need to manage beaches under more sustainable criteria was communicated effectively and efficiently.

Conclusion: 'CEPA principles of excellence'

Beach conservation directly depends on management and user's behaviour. As long as the island's economy is based on a 'sun & beach' brand of tourism (though it is slowly shifting to 'natural & historical heritage' tourism) the need to conserve the beach ecosystem for as long as possible has been articulated to inhabitants and stakeholders, who have accepted beach conservation as an important need. Without effective communication of this central idea - the need to keep beaches as natural as possible in order to keep them for as long as possible - would not have had the compliance that was required to implement it.

Mobility Pacts in Spanish Cities

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The issue from a conservation perspective

Transport is one of the main causes of anthropogenic emissions of greenhouse gases, and climate change caused by these emissions is one of the major threats to nature conservation in the 21st century. Moreover, motor vehicles are the cause of some of the main environmental problems in urban areas as they occupy a large part of the public surface areas, and they are the main source of noise and air pollution in cities. Each Spanish citizen consumes about 250 litres of fuel every year. Half of that figure is consumed in urban travel, with most journeys shorter than 2 km.

Previous approach (without CEPA)

Traffic and motor mobility seem to avoid rational discussion about its own compatibility with available resources or the quality of life in cities. It is often assumed that growth in traffic is inevitable and that expansion is satisfying the needs and wishes of people.

Local government policies on mobility have often been designed without public consultation or debate. The information that is made available to the general public is often both insufficient and inaccurate (thereby hampering real opportunities for debate) and only a handful of stakeholders have well-established lobbies to influence council policies (transport enterprises, for example).

The issue from a "people management" perspective

New measures to facilitate private motorised transport increased the number of vehicles on the streets and created even bigger traffic jams which, in turn, were used to justify more new developments. In this dangerous feedback loop, mobility was reduced to a problem of "traffic".

Measures oriented towards limiting or regulating the use of private motor vehicles (lanes for public transport, parking limitations, speed limitations, etc.) were not popular and caused conflicts. Traffic discipline was maintained only through "command and control" methods. For example, if restrictions were weakened, public transport lanes were used as parking spaces.

The new approach (with CEPA)

The creation of consultation groups that analyse mobility problems, made up of walkers and cyclists associations, citizens associations, unions, and transport enterprises was the beginning of a new trend.

These consultation groups designed mobility pacts. Mobility pacts are agreements that guide council policies on mobility issues. They are not a finished product but rather the beginning of a shared project - a common challenge to achieve a more sustainable model of urban mobility.

The first city in Spain to develop these mobility pacts was Barcelona (1998). Other cities created their own pacts in subsequent years, some of which include: San Sebastián (1999), Terrassa and Mataró (2000), Burgos (2001), and Málaga (2002).

Barcelona's mobility pact is a joint compromise based on 10 main goals (see box 1). By the end of 2002 the pact had been signed by 53 organisations. Signing the pact means accepting the 10 goals and collaborating to develop them. Four different working groups actively develop the pact and one of them handles information, communication, and education issues.

One example of a participatory initiative developed under the mobility pact is the project "Walk to School". This project, inspired by pilot projects in Italy, aims to improve the safety for children who walk to school. The project was developed in collaboration with the education community (parents, teachers, pupils, etc.) who helped define the routes and suggest improvements that needed to be made. Council services then acted on these suggestions with necessary measures such as signage, improvement of sidewalks, and so on. Shop owners and city police also have a role to play by watching out for the safety of children when they go to school along these routes alone.

Communication tools have been used to give greater visibility to non-motorised transportation. For example, the council web page on mobility included new sections such as "Get There on Foot" (where citizens can calculate how long it takes to walk from one place to another in the city) or "get there by bike" (with information on the urban bike lanes network, renting facilities, bike safety, and other interesting information).

Box 1. The Goals of Barcelona's Mobility Pact

1. Achieve high-quality integrated public transport.
2. Maintain traffic speeds and improve the speed of surface public transport.
3. Increase the surface area and quality of public pedestrian areas.
4. Increase the number of parking spaces and improve their quality.
5. Improve citizen awareness and improve road signals and signs.
6. Achieve a set of legal regulations suited to the mobility of the city of Barcelona.
7. Improve road safety and respect among users of the different modes of transport.
8. Promote the use of less polluting fuels, and control air and noise pollution caused by traffic.
9. Promote the use of bicycles as a regular means of transport.
10. Achieve an agile, orderly distribution of goods and products throughout the city.

In Barcelona, the mobility pacts are promoting new ways of understanding urban mobility. For instance, the perception of pedestrian mobility is changing. This kind of mobility has begun to be studied in accordance with its real importance as the most frequent, effective, healthy, cheap, and sustainable mode of transportation in the city.

A new style of working based on consultation and participation is gaining strength. Of course, interests still conflict but now there is room for debate and feelings of frustration are not so strong.

From the management perspective, a set of technical criteria has been defined that is more suited to the mobility challenges the city of Barcelona faces. And new projects to improve mobility are being developed. For instance, the bicycle working group, whose members are cyclist associations, citizen associations and council experts, have designed a bike lane network. This network unifies the pre-existing lanes and creates new ones that improve connectivity and facilitate travel between other adjacent cities. According to the plan, 83 km of new bike lanes will be created in the coming years.

By organising public debate processes on urban mobility, recent decisions have been more balanced and responsive to citizen needs and sustainability challenges. Mutual learning among social organisations, experts, and decision makers is another important output.

Success factors

- Steps toward more sustainable mobility in big cities have been guided by the objective of achieving better quality of life for citizens.
- The work done by citizen organisations has been crucial in producing and implementing real alternatives to the private vehicle.
- The decision makers' level of compromise has defined the real changes in urban policies.
- By using the new pedestrian areas won back from cars or the new public transport facilities, citizens have been showing their approval of these new projects and policies.

Room for improvement

The private car is still widely used in Spanish cities that have mobility pacts. It has never been the main means of transport in quantitative terms (the private vehicle is used for only 25% of transportation within the city), but it is prevalent in terms of its presence on public streets as well as in urban policies. Nevertheless, mobility pacts allow us to arrive at new useful scenarios that help promote a shift in transportation trends.

New proposals for more drastic changes in urban design and transportation priorities, such as creating suitable pedestrian areas beyond historic neighbourhoods, should be implemented in pilot projects to test their viability and degree of public acceptance.

Considering the success mobility pacts have had, there is a risk of copying the formulas used in other cities and generating hasty formal documents, without making any real changes at the level of public participation and management.

Key CEPA interventions

The creation of an organised forum for public debate and inclusive participation is the real core - and source of success - of the mobility pacts. Participation allows society to reflect on pros and cons, analyse options, and understand different needs and perspectives in order to produce proposals that are responsive to both new challenges and existing interests.

Conclusions: CEPA 'principles of excellence'

Deliberation, understood as a careful consideration of environmental issues, is an essential element of a responsive environmental policy. High quality deliberation on complex socio-environmental problems should include regular face to face working meetings where different views and interests on the issue are represented.

Further reading

Barcelona Mobility Pact (English version):
http://www.bcn.es/infotransit/iwelcome.htm

Conclusion: CEPA lessons and opportunities

Stimulated by the CEC Europe meeting in Valsaín, this publication has drawn upon the momentum gathered from multi-level discussion (multilateral, national, local) of CEPA. We hope to have increased clarity on what CEPA is, its role and value in achieving objectives at the various levels, and the links between the international, regional and local levels. Having provided a brief overview of CEPA provisions within various multilateral environmental agreements and initiatives relevant to Europe we went on to explore CEPA in national and then local level cases. Here we summarize the role and value of CEPA, present key lessons from these cases, and then close with opportunities and challenges in Europe and globally – opportunities and challenges that we hope policy makers and practitioners will now be a little better equipped to embrace.

Summarizing the role and value of CEPA

As we have seen, CEPA is a social instrument for the management of change in conservation and sustainable development processes. In other words, when used strategically CEPA is an effective tool for achieving objectives at local, national and international levels. When used effectively, CEPA is a fully-fledged component in the management of conservation and/or sustainable development process. It facilitates multi-level stakeholder involvement and the participation of social groups, helping engage new constituencies and establish partnerships. It is a means of agenda setting; a means of introducing new policies; and means of creating support, building trust and introducing new knowledge and practices. CEPA is also a means of enabling mutual learning at all stages.

CEPA is not characterized by communication materials such as brochures, posters and videos. Neither is CEPA characterised by conventional schooling. CEPA is about thinking about the most effective intervention to cause a change in the system, managing relations with people and organisations, network management, and dealing with people in a customer oriented way. Under acknowledged is the importance of the personal approach ranging from face-to-face, one-to-one dialogue in informal settings, focus groups and round tables. CEPA involves multi-level stakeholders in joint exploration of the issues and strategic planning sessions and in these processes learning takes place.

Lessons from the case studies: CEPA principles and guidelines

During the Valsaín meeting, instruments used to manage conservation and sustainable development processes were discussed – paying special attention to CEPA, the social instrument. Subsequent review of national and local cases has built on this discussion, applying systems thinking to the process of learning more about CEPA as an instrument in management processes. From this, CEPA principles and guidelines have been developed.

Language and approach

Working with multi-level stakeholders, it is essential that CEPA specialists learn to better tailor the language and approach to the target audience(s) – ranging from bureaucrats to local, ground-level audiences – and avoid tripping up on issues of terminology. As 'convention slang' and an obscure acronym, confusion is often encountered about the meaning of CEPA, even in the spheres of "CEPA" specialists. It is, therefore, hardly surprising that spouting CEPA jargon, when discussing CEPA contributions to the achievement of objectives with technical people in management, falls short of the desired effect. Moreover, however we choose to label this social instrument/tool/process, it is by no means new. What may be new is the way and extent to which it is applied to managing conservation and sustainable development processes (both within organizations and externally), as well as the current need to concretely monitor and evaluate the results. What is also new to some is the *proactive* rather than simply *reactive* use of CEPA.

Reactive versus proactive

Whilst the CEPA approach to managing conservation and sustainable development processes may be described as 1) joint exploration of the facts, 2) problem definition and then, 3) solution investigation; this assumes the process is *reactive*. It is of course better to have *proactive* CEPA processes that prevent problems arising. In this case we can talk about 1) joint exploration of the facts, 2) *opportunities* definition and then 3) investigation of approaches/means by which to exploit these opportunities. In the same vein, CEPA should be continued when things are going well, celebrating the good rather than dealing with 'damage control'. Using CEPA in this proactive way significantly increases the potential sustainability of conservation and sustainable development processes as these are so dependent upon the cooperation of people and systems.

Internal and external change

Managing the change implicit in conservation and sustainable development is not only a question of managing people and systems externally; it invariably also involves change within the management of organizations (personally and structurally). The management objectives of an organization are crucial to the applicability of CEPA to manage processes of change in conservation and sustainable development. Without sufficient internal mandates and support at all levels, efforts are thwarted. Managing this is often a considerable challenge in itself and further evidence of the need for substantially evaluated and quantified CEPA results.

Humility and open-mindedness

A necessary key change is in the mind-set of conservation and sustainable development managers who need the humility to realise that other 'solutions' to problems they face (or other means of responding to opportunities) may work as well or better than their own. It is especially difficult for technical people in management to accept that science is of value but that other knowledge is equally (or more) useful and needed for the successful management of change. CEPA enables the combination of different forms of knowledge – i.e. the knowledge of all stakeholders - to develop innovative solutions/approaches to problems/ opportunities. As such, CEPA may be described as a form of knowledge management.

Using this knowledge management instrument, nature conservationists and managers of sustainable development processes can benefit from the (multi-level) knowledge of others. Rather than adopting an "I know best – I'm the expert" approach in which CEPA is considered an end in itself, they must deal with power asymmetry and enter into dialogue with broad objectives. They must bring to the process what is needed in terms of conservation - the conservation problem/opportunity - being open-minded regarding the means by which a solution can be brought about. This may mean accepting that the best path to progress is not the path originally in mind.

Expectation management

Rather than being 'the decision maker' the conservationist must take part in a collaborative decision making process. In order to attain (or preferably sustain) positive relations in this process, it is compulsory to manage expectations and clarify the level/degree of participation in the process from the start (i.e. "we welcome input but at the end of the day the decision will lie with us" or "let us explore and take a decision together".). Honesty, trust and transparency are key issues.

As part of this transparency it should be clear that CEPA is not necessarily new and should not be sold as a 'miracle cure'. It has been done locally in traditional ways for years. CEPA specialists should not underestimate the experience of others. Instead existing local tradition, knowledge, systems and channels of CEPA should be used, drawing on similarities and making connections. In this way CEPA is de-mystified and the approach truly tailored to the target audience, building on local capacity and enhancing open and trusting relations.

Honesty, trust and credibility

The CEPA 'drum' approach is distinct from the 'stick and carrot'. By definition, as a social instrument emphasis is upon social relations and the importance of honesty and trust cannot be over-emphasised. Whether *reactive* to situations of conflict or *proactive* in times of good relations, the reputation a) of the organisation, b) of the people therein and c) of conservation and sustainable development generally, are significant factors. The lack of credibility resulting from bad experience presents a great barrier that is not easily overcome. Conversely, credibility based on results carries great weight.

With such importance on reputation and credibility, it is essential to find the right 'facilitator'. Whilst CEPA is ideally a process facilitated by the managers of conservation and sustainable development organisations, sometimes an expert third (neutral) party is necessary[1]. Those promoting CEPA should take it seriously and practice what they preach, ensuring how CEPA is promoted is coherent with what is promoted, showing it in practice and enabling learning-by-doing.

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[1] A point to bear in mind is that participatory CEPA processes can present problems in countries where democracy is consolidated (politically) but not in the minds of the people. Responsibilities may be abused and short term benefits put ahead of long term concerns. In such situations there is such as thing as a backlash of over-democracy. To protect against such situations, it is necessary to ensure that CEPA processes are not dependent on any one individual.

Scale and time

Building trust is linked with expectation management and proven results. Being over-ambitious and disappointing stakeholders is certainly detrimental. Weaknesses and limitations need to be recognised and help / training sought. Starting with small scale pilot projects that are achievable within relatively short time frames can be useful, defining clear targets, milestones and paths to achieve them. Things cannot be hurried, however, as CEPA takes time and needs to be given time to work. Patience is a must.

Commitment and consistency

When managing change implicit in conservation and sustainable development processes, we often ask people to go out of their 'comfort zones'. This is no simple request. If people are expected to go out of their comfort zone (for example trying an alternative agricultural technique), those requesting this must be prepared to do the same in order to demonstrate equal commitment and openness to learning, generating trust.

Additionally, attaining and maintaining good relations depend upon consistency and continuity. In the face of stakeholder fatigue, feedback and results can do much to stimulate enthusiasm. Using indicators of social and natural features identified with the stakeholders for monitoring and evaluation and involving stakeholders in these processes increases ownership of the project and enhances chances for its sustainability. A common focus must be a continuous goal and this means regular appraisals and re-appraisals even when things are going well, maximising sensitivity to change and enabling *proactive* responses at an early stage rather than later *reactive* actions.

MEAs and CEPA – opportunities and challenges in Europe and globally

The following valuable opportunities present themselves in the coming months and years to raise the profile of CEPA and to offer support:

- Implementation of the Aarhus Convention in national law in EU Member States by June 2005;
- Preparation of first meeting of the CBD informal advisory committee (IAC) on CEPA to further develop the work programme for in-depth consideration at COP 8, Brazil 2006;
- Intermediate review of the UNFCCC New Delhi Work programme on Article 6 (CEPA) this year (COP 10, December 2004) and full review in 2007;
- Implementation of the Environment Ministers Declaration by 2008 for 50% of countries in the Pan European region implementing national CEPA plans;
- Implementation of the UNECE ESD strategy and the ESD Decade, DESD 2005-2015;
- Development of the Countdown 2010 initiative launched May 2004 by IUCN;
- Stimulate the synergy between the Conventions on CEPA.

Opportunities are presented as the Conventions themselves call for collaboration and networking, and some synergies are already being developed. For example, the Ramsar Convention has numerous Memoranda of Understanding, some of which have led to joint work programmes that include CEPA activities. There is, however, certainly greater untapped potential. The Ramsar COP 8 Resolution recognises the emerging CEPA work programmes of the CBD and UNFCCC and asserts that these CEPA programmes can add value to one another, especially in sharing the knowledge about how to undertake effective CEPA programmes.

Identifying and using synergies between the MEAs draws attention to the fact that, in the wider-European region, the Aarhus Convention provides a common framework for access to information and public participation (which is of great relevance to the implementation of Article 6 of the UNFCCC in the region). As well, under the Aarhus Convention, responsibilities for the National Focal Points for Article 6 include,

> *"the identification of areas for international cooperation and the strengthening of synergies with other conventions, as well as the coordination of the Article 6 chapter in national communications".*

As June 2005 approaches and national governments grapple with implementing the legally binding Directives within a short time frame, there is an invaluable opportunity for CEPA experts to engage in dialogue with the public authorities of the EU member states and help them to understand, value, and handle CEPA. Just as Aarhus Convention Directives are important to implementing CEPA provisions of the UNFCCC in the region, so too are they to other MEAs since the objectives - access to information, public participation in decision making, and access to justice in environmental matters - are the same.

In dealing with Education for Sustainable Development (ESD), the UNECE strategy inevitably overlaps with all the MEAs and focuses on national level strategies for linking CEPA chapters of other MEAs, as well as strengthening cooperation on ESD at all levels within the UNECE region. Countries should identify their existing CEPA obligations in international environmental and other relevant agreements in order to address these in a coherent manner through ESD. The Strategy supports the implementation of the CEPA provisions of multilateral and other relevant agreements. It could also support the implementation of principle 10 of the Rio Declaration (on Environment and Development) and of the Aarhus Convention by promoting transparent, inclusive, and accountable decision-making. In addition, action could be taken to use existing legally binding instruments, such as the Aarhus Convention, to raise awareness of ESD.

Since CEPA is one of the five issues to be addressed in depth at COP 8 in Brazil, 2006, the Commission on Education and C should take full advantage of this opportunity to raise the profile of CEPA issues, showing that CEPA works. This may be reinforced using the Countdown 2010 initiative to halt the loss of biodiversity, with which the CBD has obvious synergy.

A challenge faced when discussing synergies is the fact that, at the moment, Contracting Parties to the Conventions tend to have different representatives from different ministries for the various Conventions (and Articles thereof). This can create formal barriers to cooperative work on implementation at the national level

as well as internationally. Finding ways to connect work and experts in these areas presents an opportunity to learn from each other, facilitate and coordinating CEPA efforts and possibly streamline funds. This is important when further CEPA implementation success depends, among other things, on funding support for the Secretariats to effectively implement CEPA and work interactively with other conventions and partners as well as the Contracting Parties. In turn, securing funds for CEPA implementation depends on recognition of the importance of CEPA as a tool to achieve objectives.

This brings us back to the recurrent and ongoing need to re-articulate and more clearly communicate and show (in quantifiable terms) the value of CEPA. This document makes a start to shed some light on the value of CEPA at the national and local level. Meanwhile we await reports on progress in the implementation of the CEPA provisions of MEAs to the Secretariat to add to the evidence. While the connection between the CEPA provisions in the MEAs may be tenuous as suggested by the Netherlands and Switzerland, there is no doubt that CEPA is in use at the national and local level to support environmental objectives. What is not so clear is how learning is managed nationally and internationally about CEPA initiatives and how this is drawn into the Convention dialogue and decisions.

CEC hopes that this work stimulates other regions to consider the lessons and analyse the tipping point of CEPA interventions. This analysis is needed to improve the professional arguments for the added value of CEPA and to encourage its integration in achieving environmental objectives. As well it is hoped that the rhetoric and frameworks that have been put in place and are reported on here can be used effectively by the Parties, focal points, and CEPA professionals to create the necessary support for this work.

Glossary of Terms

Convention
Synonymous with "covenant" or "treaty", a Convention is an agreement whereby a State agrees to be bound to its provisions by international law. A Convention is legally binding once a set number of countries ratify it. It has then come into force.

COP
COP stands for "Conference of the Parties". The COP is the governing body of a Convention and meets periodically to take decisions that advance the implementation of the Convention. This includes defining work programmes and evaluating how countries are meeting goals related to the Convention.

Member State
A State which is a member of the United Nations, European Union, or other intergovernmental organisation or a ratifying member of a Convention.

Multilateral Environmental Agreements (MEAs)
Agreements negotiated by world governments on the environment that require signatories to comply with the terms and implementation of the agreement as well as fulfil obligations such as reporting requirements, public education, and training. MEAs have been drafted to address a wide range of environmental issues, including climate change (UNFCCC), biological diversity (the Convention on Biological Diversity), wetlands (Ramsar Wetlands Convention), desertification (United Nations Convention to Combat Desertification (UNCCD), and Trade in Endangered Species, CITES). UNEP's Division of Environmental Conventions provides comprehensive information on MEAs administered by UNEP as well as other bodies: http://www.unep.ch/conventions/geclist.htm#global

(National) Focal Points
Parties to a Convention (i.e. national signatories) assign a group or individual to represent it at meetings and to be responsible for disseminating information about the Convention and coordinating Convention-related activities at the national level. Different Conventions call for "Focal Points", these may be for all matters related to that Convention, or be specific for a part of the work e.g. CEPA. Focal points have suggested tasks and provide a means of contact for the convention secretariat, and may be responsible to report information from the Convention Secretariat to governmental bodies and report back to the Conference of the Parties (COP) on national implementation efforts.

Parties to the Convention or Contracting Parties
A party to a convention is a State or other body that has agreed to be bound by the terms of a Convention through ratifying it.

Ratification
Formal approval of an international agreement by a State's highest authority. In ratifying a Convention, a country agrees to be bound by the terms of the agreement and indicates to the international community a commitment to meet implementation goals.

Resolution
A statement or other text adopted by a majority of votes.

Rio Conventions
A key outcome of the 1992 Earth Summit in Rio was six international environmental agreements (two agreed at Rio and four since) which define specific government commitments towards the following issues: Biodiversity; Climate Change; Desertification; Persistent Organic Pollutants (POPs) ; Prior Informed Consent (PIC); Straddling and Migratory Fish Stocks. The agreements support specific environmental aspects for the implementation of Agenda 21 and the Rio Principles. Since Rio, the conventions on Biodiversity and Climate Change have expanded to include new legal mechanisms - the Biosafety and Kyoto Protocols - the former is yet to be brought into force. The Agreement on Conservation and Management of Straddling and Migratory Fish Stocks has entered into force. Despite agreements, the Convention on Persistent Organic Pollutants (POPs) and the Convention on Prior Informed Consent (PIC) are yet to be enforced, as they have not reached the necessary 50 Parties to formally agree. http://www.earthsummit2002.org/es/issues/Conventions/rio_conventions.htm

Work Programmes
A work programme is a set of objectives and activities established by the Conference of the Parties to achieve Convention goals and to move implementation forward – they may be on a theme like protected areas or cross cutting areas like CEPA. Joint work plans exist between different Conventions, for example, the Convention on Biological Diversity and the Ramsar Wetlands Convention. For more information visit: http://www.biodiv.org/convention/partners-workprogramme.asp

More information on CEPA and the Conventions can be found on the IUCN CEC website:
http://www.iucn.org/themes/cec/cec/home_page.htm

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