



# Bulletin

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## Programming for action

**THAT IUCN plans and manages a major international conservation programme is, of course, well known. But not until now has that programme been clearly set out in one document.**

This document, *A Conservation Programme for Sustainable Development, 1980-1982*, is the product of many months' intensive work by the Commissions of IUCN, the Secretariat and the Programme Planning Advisory Group, with the help throughout of WWF and UNEP.

In approving the programme for 1980-82 and the IUCN budget for 1980, IUCN's Council asked that the programme document be circulated as widely as possible, especially among IUCN's members, and issued in both English and French, the official languages of the Union.

Accordingly it has been mailed to all members of IUCN, to WWF associates and to those other international organizations which need to be kept in touch with IUCN's work. A very abridged version - it does not include the current list of many hundreds of individual conservation activities - appears on pages 104-106 of this *Bulletin*.

### Simple but all-important

For 30 years, latterly with the strong support of WWF and UNEP, IUCN has been advocating a very simple but all-important policy: the conservation of living resources - plants, animals and their supporting micro-organisms - in sufficient numbers and diversity to ensure sustainable development and the wellbeing (and finally even the survival) of people.

The numerous projects undertaken by IUCN in partnership with WWF show this policy in action. While their sheer number gives legitimate cause for pride, it is also a measure of the vast challenge confronting conservationists. We are still far from achieving our goal.

Indeed the task before the conservation movement is greater today than it has ever been. Just how great is revealed in the World Conservation Strategy. Although IUCN is only one of many organizations involved (or soon to be involved) in implementing the Strategy, the demand upon our slender

*By David Munro,  
Director General, IUCN.*

resources is certain to exceed their supply.

Such resources as there are must therefore be directed where they will do most good. An essential basis for effective action is a well-structured programme. By this is meant a *plan* which has explicit objectives stemming from rational priorities and which sets out the sequence of events intended to achieve the objectives, complete with "actors", costs and time span.

The programme we now have is such a plan. It provides a framework for the activities of IUCN and WWF, broken down into nine subject areas. Inevitably there is overlap but we can now tell with reasonable precision how IUCN's total budget, and the funds disbursed through IUCN/WWF conservation projects, are distributed between the various areas.

In the past we embarked on projects and responded to calls for assistance in a rather unsystematic way. To some extent our present programme reflects this fact, although the overall balance is, we believe, approximately correct. However adjustments will have to be made in future to bring the programme more in line with the priorities developed in the World Conservation Strategy.

However this cannot be done overnight - or even in a year. Projects begun are commitments entered into and must normally be carried through to conclusion. To do otherwise would be wasteful and would break faith with those involved in their undertaking.

We are not working towards a programme whose structure and content is settled for all time. The World Conservation Strategy is itself an "evolving document"; its priorities will change as the world conservation picture changes. Every year, therefore, the programme will be revised, updated and "rolled forward" one year, in response to changing circumstances.

The emphasis in the programme is on "prevention" rather than "cure". It is vastly more efficient and far less costly (in terms both of cash and human welfare) to try to stop a crisis developing than to wait

until it has developed and then to act. That is why we devote so much attention to monitoring and planning.

All the same we recognize that emergencies and new opportunities will arise. We cannot forestall what we cannot foresee - and one of the things we cannot foresee with any greater percipience than the statesmen of the world is where political turmoil will strike next. By the time the dust has settled, the wildlife (the living resources) of a strife-torn land can be sorely depleted and in desperate need of emergency help.

For this reason the indicative budget for 1980 of nearly \$10 million (remember it includes both IUCN's activities - \$3.6 million - and IUCN/WWF conservation projects - \$6.3 million) is topped up by an emergency fund of \$500,000. In the years ahead we aim gradually to increase this fund until it reaches 10% of the total budget.

IUCN's budget for 1980 is a balanced budget; i.e. our proposed expenditures are equal to our expected income. The estimated cost of IUCN/WWF conservation projects, however, exceeds by some 20% the level of funding that WWF can now commit, so funding the programme represents a challenge to WWF and its national organizations. We are confident that the targets will be reached.

### The role of members

IUCN depends upon and exists because of its members. We are therefore particularly eager to hear what members think of the new programme. In what ways do you, our members, feel that your own expertise and resources could contribute to filling any gaps in the programme or to reinforcing our joint efforts?

Do you think the overall balance of the programme is roughly correct? On this score the Council has asked that "education" and "ecosystems" receive more attention in future. Do you have specific ideas on how this might best be done?

We especially wish to encourage our NGO members to engage in activities within their own sphere of interest which are pertinent to the programme. We would like to know of members' current and planned activities so

*continued on back page*

# Cambridge Unit now active

**SCMU is now in business! The Species Conservation Monitoring Unit, set up by IUCN's Survival Service Commission, is hard at work in Cambridge, England.**

The Unit brings together under one roof the compilation of the Mammal, Amphibian and Reptile, Freshwater Fish and Invertebrate Red Data Books. SCMU now has responsibility for all aspects of Red Data Book production - compilation, printing and distribution. Production costs will be lower and there should be no delay in the publication of data sheets.

In the past, Red Data Book compilers were scattered around the world and all printing and distribution was handled by the IUCN Secretariat in Switzerland. This system was stretched to its limits in 1978 because of the heavy workload placed on the Secretariat in development of the World Conservation Strategy. Red Data Book production was thus greatly delayed.

## Liaison with university

The Threatened Plants Committee, which was already responsible for the total production of the Plant Red Data Book, provided the example to follow - their Red Data Book was available within four months of completing compilation. The IUCN Secretariat, in the interest of efficiency, supported the SSC in its efforts to set up the Species Conservation Monitoring Unit.

Office accommodation with space for 10-12 people has been provided by the University of Cambridge and compilers have been given access to the university's extensive library. It is hoped that the proximity of university staff and students will result in a beneficial exchange of ideas and data, and that the Unit can suggest projects

*I'm a SCMU  
(Pronounce me sk'moo)  
You haven't a clue  
What that means, you declare?  
Well I have to agree  
I'm excessively rare!*

*A mammal with kind  
Of a fishy posterior  
(All scaly behind)  
Plus more than a spot  
Of reptile - that's me.  
No wonder I've got  
A grasshopper mind -  
But it's very superior.  
While I buzz like a bee  
Between genus and species,  
My favourite niche is  
The family tree.*

*So here's to SCMUs -  
Although in the past  
Not much in the news,  
They're in business at last.  
May their fortunes take wing  
And their tales have a sting!*

requiring study.

The first occupants have already moved in, namely myself, compiler of the Mammal Red Data Book and my new assistant, Jane Gilmour. In the new year, Bob Pyle and Jane Fenton arrive. Bob Pyle is a Yale-educated American whose task is to initiate an invertebrate Red Data Book and to take the lead in the scientific pursuits of the Unit. Bob is also a member of the IUCN/SSC Lepidoptera Specialist Group. He is no stranger to England having spent a Fulbright Scholarship studying at Monks Wood Experimental Station, Cambridgeshire. Jane Fenton has for the past 11/12 years been the WWF secretary to Sir Peter Scott, Chairman of the Survival Service Commission. She will be continuing many of her SSC duties but will also be responsible for liaison with publishers and distributors.

The Red Data Books were initiated by Sir Peter Scott in the mid-1960s and rely upon a global network of over 1000 wildlife experts who advise on the status of species and whose time and expertise is given voluntarily. In the beginning the Red Data Book compilers were also voluntary. But the growing threats to wildlife and the urgent need for conservation action made it essential that the updating of the Red Data Books be accelerated, that full-time staff be employed and that modern methods of data collecting, holding and processing be used. The Unit is to work with a word processor and ultimately it is hoped a link will be made to IUCN computers elsewhere.

## Other work as well

The information gathered by SCMU will be used by the SSC to produce and update their programme of Action to Prevent Extinction (APX) and thus to identify the Necessary Elements to Eliminate the Decline of Species (NEEDS). APX and NEEDS will provide an input into the overall IUCN and WWF programmes and will assist them in their task of screening project proposals submitted for funding.

Data from SCMU will also be made available to, for instance, national and regional endangered species programmes, conservation funding agencies and conventions such as CITES. It is intended that SCMU should not limit itself solely to production of Red Data Books but should undertake separate contract work relating to the conservation status of species, particularly those that are actually or potentially rare, vulnerable or endangered.

The new decade brings with it great challenges in the environmental debate. In the case of wildlife conservation it is essential that the arguments, efforts and action projects should be based on the most accurate and up-to-date information available. With the establishment of SCMU, IUCN hopes to provide that essential data base.

The address of the Unit is:  
*Species Conservation Monitoring Unit, 219c Huntingdon Road, Cambridge, England.*  
The telephone number is: Cambridge (0223) 77314.

*Jane Thornback*

## New Red Data Books

THE four loose-leaf Volumes of the Red Data Book and the Plant Red Data Book are available direct from IUCN, 1196 Gland, Switzerland. New editions have been issued for freshwater fish (Volume 4) and birds (Volume 2), and new and revised sheets for mammals (Volume 1) and amphibians and reptiles (Volume 3).

Information is assembled in the form of short reports under a series of uniform headings (e.g. Status and Summary; Distribution; Population; Habitat and Ecology; Threats to survival; Conservation measures taken; Conservation measures proposed; Remarks; Reference). The object is to draw universal attention to the dangers facing threatened species, and to provide fundamental background data, as a basis on which to develop conservation or rehabilitation programmes. In addition, by showing at a glance what is known and what still needs to be discovered, it is hoped that the publication of these Volumes will stimulate interest in filling the gaps.

Data for each taxon are printed on coloured sheets. Thus the status of each taxon is readily identifiable: endangered - red sheets; vulnerable - amber sheets; rare - white sheets; out of danger - green sheets; indeterminate - grey sheets.

### Volume 1 - Mammalia

The completely revised edition of the Red Data Book, Volume 1 - Mammalia, was compiled by Harry A. Goodwin and Colin W. Holloway of the Secretariat of IUCN, with the advice and guidance of the Survival Service Commission, and issued in 1972.

New and revised sheets for this volume have been issued in 1973, 1974 and 1976. The fourth 'service' of new and revised sheets, issued in 1979, was compiled by Jane Thornback. The total number of taxa covered is 321.

### Volume 2 - Aves

The completely revised (second) edition of the Red Data Book, Volume 2 - Aves, is now available. Part 1, issued in 1978, covered 199 bird taxa. Part 2, issued in late 1979, covers 238 additional taxa and revised data for one taxon included in Part 1.

This new edition has been prepared by Warren B. King on behalf of the International Council for Bird Preservation (ICBP) and the Survival Service Commission of IUCN. Dr King has drawn on the expertise of hundreds of ornithologists throughout the world, including ICBP's National Sections and Working Groups, and many governments and private conservation organizations have cooperated in its compilation.

### Volume 3 - Amphibia and Reptilia

The completely revised edition of the Red Data Book, Volume 3 - Amphibia and Reptilia, was compiled by René E. Honegger and published in September 1975. New and revised sheets for this volume, compiled in 1978 and 1979, were issued in 1979.

This volume covers amphibians and reptiles that are threatened throughout their range. It does not deal with taxa that may be in a threatened category within the boundaries of one nation but are relatively abundant elsewhere. The total number of taxa covered is 168.

### Volume 4 - Pisces

The first version of Volume 4 was compiled by Robert Rush Miller and issued in 1969. The completely revised edition, compiled in 1977 by the same compiler, contains data sheets for 194 taxa.

### Plant Red Data Book

The Plant Red Data Book was published last December and was compiled by Gren Lucas and Hugh Syngé of IUCN's Threatened Plants Committee, Kew. It gives details of 250 taxa from 89 countries.

## Bulgarian otter query

AN "International Otter Symposium" was held at the University of Göttingen (West Germany) on 29-31 October. Chaired by game biologist Professor A. Festetics, the meeting heard reports on the current conservation status of the European otter (*Lutra lutra*) in 14 countries of Eastern and Western Europe on recent experience in captive breeding and rehabilitation programmes. The report of the meeting, including a memorandum on action for otter conservation, will be available (in German) from: Claus Reuther, Oderhaus, D-3424 St. Andreasberg, West Germany.

While the focus of the meeting was on threats to the otter's habitat (considered as the major reason for the alarming decline of the species in Europe), recent evidence of international trade in defiance of CITES was also brought to light. In particular, questions were raised about the legality of a shipment of 60 Bulgarian otters, alleged to have been captive-bred at "Zoopark Lovetch" Bulgaria and exported via "Ravensden Zoo" (England) to "Zoo-Centrum Frankfurt" (West Germany), from where they were offered for re-introduction programmes throughout Western Europe at prices of DM 4800 - 5500 a piece. As the sales bulletin by the Frankfurt dealer (Mr Victor Franck alias Silva alias Professor Schwarz) succinctly puts it, his speciality is "business contacts with overseas countries for the exportation of wildlife species formerly native to those countries".

*Otters*, the Proceedings of the First Working Meeting of the Otter Specialist Group (Paramaribo, Suriname, 27-29 March, 1977), compiled and edited by Nicole Duplaix, Chairwoman of the Otter Specialist Group, is available from IUCN. Price: \$7.00.

## One-child China

WITH the slogan *One child per family* China has launched a big birth-control campaign. The news agency *New China* reports that couples are being encouraged to undergo sterilization with the assurance that it is reversible.

Furthermore in the case of "death or permanent incapacity" of an only child, it is reversible free. In Peking, apparently, 30 out of 60 women who have had this operation have then become mothers again.

## THE TRAVEL TRADE COULD HELP

"Tourism and conservation" was the theme of a recent conference in Athens. The key address was given by the Managing Director of *Town and Gown Travel* of Oxford which has done much to popularize wildlife tours in Greece and elsewhere. Pointing out that people are very willing to pay a levy in aid of conservation (£1500 was raised in this way for the mountain gorilla project in Rwanda), he said the onus was on tour companies to provide the necessary funds and ideas.

He suggested an address on Conservation to the annual conference of the *Association of British Travel Agents*. "The injection of a serious and novel topic would be a breath of intellectual fresh air."

He concluded: "There are dangers inherent in the expansion of mass tourism. Some governmental control is necessary and the travel trade could play a dynamic role if its leaders decided to cooperate creatively with governments and conservationists alike."

# New worldwide plans to save turtles

**THE World Conference on Sea Turtle Conservation (Washington DC, 26-30 November) was remarkably successful. Over 300 participants registered and more than 40 papers were given.**

The conference was hosted by the US State Department. I believe this is the first time that a basically non-governmental conference has been given such status.

The meeting brought together for the first time a large number of people concerned with this issue who had no idea that there were so many others equally concerned. It also immediately triggered some conservation action. For it enabled representatives of Sabah and the Philippines to get together and reach preliminary agreement on an international turtle sanctuary.

A major effort - to which IUCN's Dan Navid and Bob Scott contributed significantly - resulted in a "sea turtle conservation strategy". This document contains the following sections.

**Situation and Objectives:** A brief summary of the status of sea turtles and the object of their conservation.

**The Problem:** A brief statement of the factors adversely affecting sea turtles.

**Turtle Conservation Policy:** A detailed statement in outline form of the policy considerations for conservation of sea turtles, including preferred and priority actions, organized under the headings of *habitat protection, management, control of exploitation, incidental catch, research and population assessment, conservation education, legislation, cooperative efforts.*

**Implementation of the Strategy:** A standing committee is established to monitor and facilitate the further development and the implementation of the strategy. The Committee is, in effect, the IUCN turtle group expanded to include adequate regional representation. It is to meet with the IUCN Survival Service Commission at its meeting immediately prior to the third conference of the parties to CITES, in early 1981, to prepare and present a progress report. IUCN and WWF "are requested to accept responsibility for the overall coordination of this

standing committee" and "the active cooperation of the various elements of IUCN... is essential".

**Action Plan:** This is a 9-page matrix identifying the needs, actions necessary to deal with them, and examples of specific projects to accomplish the action.

**Action Projects:** These are largely one-line descriptions of 93 action projects identified in the action plan.

The participants have two weeks from the close of the conference to send comments on the action plan and suggestions for additional projects. Subject to that, the conference as a whole approved the strategy document by consensus at the closing session. On the basis of the comments received, the scientific committee will polish and edit the strategy document (we only finished it the final morning) and will place the action projects in a priority order.

I believe that this document meets the needs of our IUCN/WWF programme and that it may well provide a model for what we need from future conferences of this sort.

Lee Talbot  
Director of Conservation - WWF

## Thailand's turtle island

AT the request of the Queen of Thailand, the Thai Department of Fisheries is now participating in a new project for breeding and releasing green turtles in the Gulf of Thailand. Her Majesty has donated an island, Mun Nai, for this purpose. Turtles used to nest here before they were exterminated by hunting.

## Rainforest experts meet

IN May 1979 the UNEP Governing Council requested the Executive Director to convene a meeting of experts to develop a Plan of Action on the conservation and wise use of tropical rainforests. The meeting has been scheduled for 25 February - 2 March, 1980, in Libreville, Gabon. The Governing Council's decision calls for participation from a broad spectrum of concerned experts, including representatives from governments and international NGOs.

IUCN is now preparing a strong position paper for presentation to the Gabon meeting as well as a briefing paper for IUCN members to assist them in lobbying their national delegations.

The Natural Resources Defense Council (an IUCN member) is undertaking the preparatory work and the papers will be submitted to IUCN for approval early in the new year.

A small panel of experts met at IUCN Headquarters on 3-4 December to clarify the issues involved. Members of the panel were: Tom Stoel (NRDC), Tom Lovejoy (WWF US), Norman Myers (UNEP consultant), Hans Steinlin (formerly FAO), Brian Johnson (IIED), Michael Royston (Centre for Industrial Studies, Geneva).

THE document *A Conservation Programme for Sustainable Development 1980-82* has been mailed to all IUCN members. The *Programme* sets out the objectives and activities of IUCN within nine programme areas. Work plans for undertaking those activities and the related IUCN/WWF conservation projects are presented

**Incorporation of Conservation in Development Planning, Law and Education.**

The World Conservation Strategy explains that many conservation problems arise because:

- ecological considerations have not been fully incorporated in the aims and methods of development planning;
- laws pertaining to conservation, with their institutional structures and enforcement procedures, frequently fail to match up to the requirements of conservation;
- too little information, education and training in conservation is provided;

in an annex to the *Programme*. A very condensed summary of the *Programme* objectives and activities appears below. The full "authentic" version is available direct from IUCN to *Bulletin* readers who are not IUCN members and who have therefore not been sent a copy.

much more is needed if the public is to be made receptive to - indeed to *demand* - a conservation approach to resource management and use.

Therefore a major part of this programme is directed to ensuring that the systems of development planning (programme area 1), law, institutions and administration (programme area 2), and education, including information and training (programme area 3) - which together influence or regulate human behaviour - take full account of the need for conservation.

**Programme Area 1: Development Planning.**  
**Objective:** to secure the integration of conservation with development planning.

**Specific activities include:**

- seeking to influence the plans and programmes of the major development assistance agencies - e.g. through promoting the "Conservation for Development" programme, to be undertaken in collaboration with these agencies;
- striving to ensure that conservation receives due attention in Government development projects and in areas damaged by previous projects - e.g. through policy proposals, technical assistance, consultancy support, interventions, monitoring;
- promoting the concept of conservation strategies and continuing to refine the methods of their implementation - e.g. through the evaluation of case studies and the publication and field-testing of "ecological guidelines for development".

**Programme Area 2: Law, Institutions and Administration.**

**Objective:** to strengthen the international

# The Programme - in essence

and national legal, institutional and administrative base for conservation.

**Specific activities include:**

- monitoring new environmental laws and providing information on legal trends and developments;
- promoting global and regional conservation conventions;
- giving guidance on conservation legislation, institutions and administration.

**Programme Area 3: Education.**

**Objective:** to promote the widest possible understanding of environmental ethics, objectives and needs through education based upon the aims of IUCN.

**Specific activities include:**

- preparing educational materials to be used in the implementation of selected IUCN/WWF projects and evaluating their impacts;
- encouraging public participation in environmental issues and promoting conser-

vation education world-wide - e.g. through regional committees of the Education Commission;

- assisting in the training of specialists involved in conservation management and decision-making related to the environment.

**Action to Conserve Ecosystems, Habitats and Species.**

The World Conservation Strategy identifies the following problems which arise because too little attention is given to conservation requirements:

- **ecosystems:** insufficient knowledge of the benefits, and inadequate application of the principles, of sound ecological management of different types of ecosystems and, in particular, neglect of conservation needs in key areas which are not protected;
- **protected areas:** insufficient extent

and distribution of effectively protected land, sea and freshwater areas essential to the conservation of ecosystems and species;

- **species:** insufficient knowledge of the status of wild species of flora and fauna, insufficient awareness of the benefits to be derived from their sound management, and inadequate application of the principles of sound management.

A major part of the programme is action to overcome these insufficiencies. There are such close linkages between ecosystems (programme area 4), protected areas (programme area 5), and species (programme area 6) that progress in any one will automatically reinforce the effectiveness of efforts made in the others.

**Programme Area 4: Ecosystems**

**Objective:** to secure ecologically sound management of ecosystems (with their resources) and the conservation of ecological processes.

**Specific activities include:**

- highlighting the ecological dangers of misuse or mismanagement of the natural environment - e.g. through monitoring the ecological effects of potentially hazardous events (for example, oil spills) and activities (for example, use of biocides) and issuing appropriate warnings;
- seeking to ensure the sustained productivity of exploited land, sea and freshwater ecosystems, particularly the most vulnerable or threatened - *tropical rainforests, coastal wetlands (including mangroves and coral reefs) drylands, polar regions, mountain watersheds and islands.*

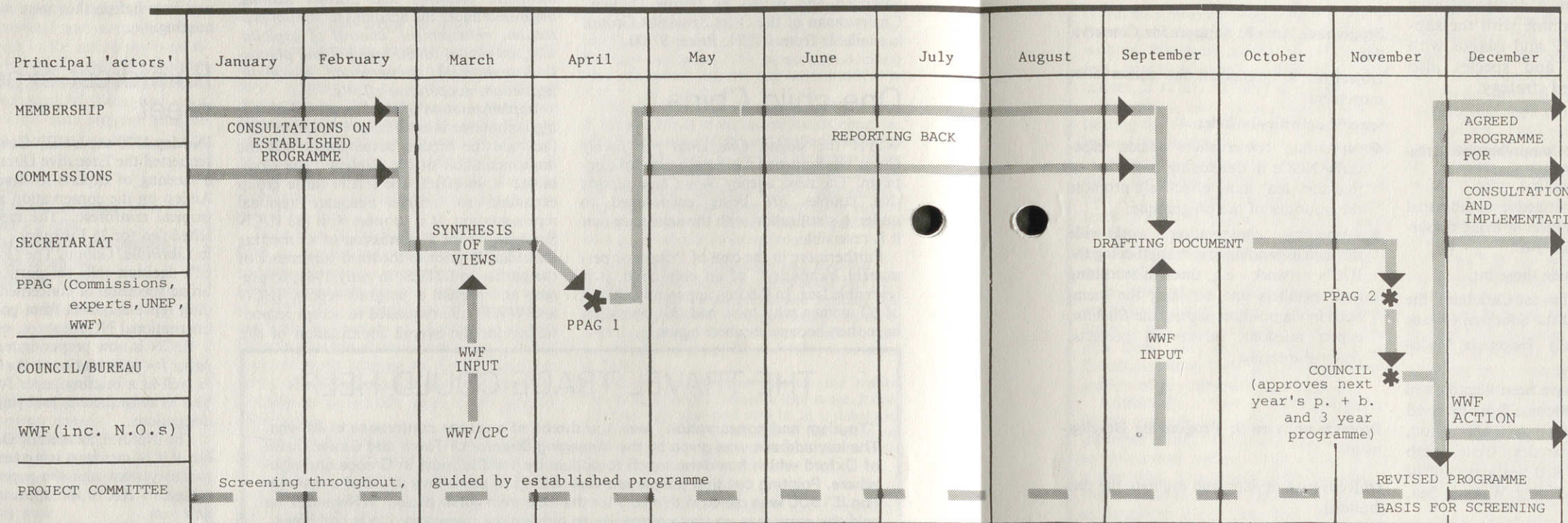
**Programme Area 5: Protected Areas.**

**Objective:** to secure a network of effectively protected land, sea and freshwater areas.

**Specific activities include:**

- promoting the concept of protected areas, developing criteria for their management, issuing policy papers on the role of ecodesign and indigenous people within these areas;
- developing further the biogeographical basis for a representative network of protected areas, monitoring their effectiveness in terms of management and biogeographical coverage, preparing directories and providing advice based on the data collected;
- collaborating with international organizations to promote better management - e.g. through providing technical advice on the implementation of relevant conventions, such as World Heritage and

## Annual Programme Planning Cycle



**NOTES**

- a) dates are approximate only
- b) responsibilities and timing will vary somewhat during C.A. years.
- c) PPAG = IUCN's Programme Planning Advisory Group
- d) WWF/CPC = WWF's Conservation Programme Committee
- e) though a specific WWF input is shown at two points in the cycle, WWF contributes to the development and implementation of the programme throughout the year
- f) other bodies, notably FAO, Unesco, ICBP, and IWRB, also contribute to the development and implementation of the programme

Effective 1 January 1980

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# PROGRAMME BUDGET SUMMARY - US \$000s

Programme Area	1980				1981		1982	
	IUCN Budget	Projects	Total	%	Total	%	Total	%
1. Development Planning	287	191	478	4.5	560	5.1	600	5.3
2. Law, Institutions and Administration	554	285	839	8.0	860	7.9	850	7.6
3. Education	236	406	642	6.1	580	5.3	620	5.5
4. Ecosystems	169	569	738	7.0	590	5.4	730	6.5
5. Protected Areas	141	664	805	7.7	620	5.7	680	6.1
6. Species	462	3,168	3,630	34.6	3,710	34.2	3,490	31.3
7. Comprehensive Area-based Conservation Programmes	169	990	1,159	11.0	1,560	14.4	1,720	15.4
8. Support for Conservation	455	70	525	5.0	560	5.1	580	5.2
9. Programme Development	885	-	885	8.4	890	8.2	890	7.9
Programme Support (administration overheads, etc.)	288	-	288	2.7	290	2.6	290	2.6
Proposed emergency conservation fund	-	500	500	4.7	600	5.5	700	6.2
<b>TOTAL</b>	<b>3,646</b>	<b>6,843</b>	<b>10,489</b>		<b>10,820</b>		<b>11,150</b>	

## The Programme - continued

Ramsar, and convening or advising international meetings on protected areas;

- seeking to extend the coverage of protected areas - e.g. through IUCN/WWF field projects and *ad hoc* interventions;
- assisting in the raising of management standards - e.g. through *Parks* magazine.

### Programme Area 6: Species.

**Objective:** to secure the conservation of wild fauna and flora, especially of endangered and threatened taxa and those subject to exploitation by man.

#### Specific activities include:

- developing further the systems for monitoring and disseminating information on the status of wild species - e.g. through the Red Data Book, the Threatened Plants Committee, the Species Conservation Monitoring Unit, TRAFFIC;
- preparing and implementing action plans to safeguard threatened taxa - e.g. through IUCN/WWF field projects and the promotion and support of international measures such as CITES and the Migratory Species Convention, giving priority to *threatened plants, primates, marine mammals, cats, elephants, rhinos, desert ungulates, threatened birds, marine turtles, crocodiles, Galapagos fauna, Malagasy fauna and flora, Chinese fauna and flora*;
- acquiring and disseminating knowledge on the benefits and means of maintaining adequate populations of wild animals and plants - e.g. through collecting data on wildlife farming and MSY, by advising on captive breeding and by issuing position statements on culling, introductions, reintroductions and use of wild animals (especially primates) in research.

## Comprehensive Area-based Conservation Programmes

Many conservation problems, if they are to be solved in more than a superficial way, require an inter-disciplinary approach - with the application of planning, legal and socio-economic skills and expertise as well as ecological and biological knowledge. In addition, problems of pollution control and integrated resource management obviously call for regional programmes. Certain countries engaged in a comprehensive conservation programme with the support of IUCN/WWF and islands with unique ecosystems and species also require an area-based strategy.

### Programme Area 7: Comprehensive Area-based Conservation Programmes.

**Objective:** to secure effective coordinated action for the conservation of living resources, as under Objectives 1-6.

#### Specific activities include those in:

- international regions - the Caribbean, the Mediterranean and the Southern Ocean;
- countries and islands - Indonesia, Madagascar, Galapagos;

In addition areas have been identified in which IUCN should become more involved as opportunities arise - ASEAN region, Himalayas, Sahel, Antarctica, Arctic, South Pacific, Gulf region, Red Sea and Gulf of Aden, North Sea including Wadden Sea, China.

### Programme Support and Development

The attainment of the programme priorities described above will largely

depend on securing an expanded base of governmental and public support for conservation, notably through IUCN membership and especially in those parts of the world where the conservation case is little heard (programme 8). It will also depend upon involving all parts of the Union in the further development of the programme at all levels and in the establishment of ways to evaluate achievements (programme area 9).

### Programme Area 8: Support for Conservation.

**Objective:** to strengthen the conservation movement.

#### Specific activities include:

- supporting conservation bodies, especially NGOs in developing countries, so that they may more effectively promote the priorities of the programme;
- supporting conservation world-wide through expanding and strengthening the IUCN network - e.g. through recruiting new members and servicing the membership via position papers, the *Bulletin*, expert missions, advice on projects, regional meetings.

### Programme Area 9: Programme Development.

**Objective:** to develop and evaluate the programme.

#### Specific activities include:

- coordinating the work of the Commissions, Membership and Secretariat, WWF, UNEP and others in the planning process - at the strategic, programme and project levels - and in evaluating IUCN/WWF achievements.

IN THE early '70s the prevailing orthodoxy amongst conservationists was doom-gloom - the view that very nasty things will very shortly occur unless we very quickly mend our wicked ways. This was the period of *A Blueprint for Survival*, jeremiads from the Club of Rome - notably (or notoriously) *The Limits to Growth* - and the Stockholm Conference on the Human Environment.

For a time a great many people were mightily exercised by these warnings and even a few of the mighty took time off from (mis)directing affairs of state to Express Considerable Concern. But when the end, so widely heralded as nigh, quite failed to show up, the boom went out of the doom business. Books with titles like *The Hungry Future*, *Standing Room Only*, *Our Polluted World*, *Timetable for Disaster*, no longer poured from the printing presses, and in the western world earnest young men and women, so lately converted to the edifying values of cycling and recycling, quietly reoccupied their former niches in the gas-guzzling, throw-away society. For all but a hard core of the faithful doom-gloom was out.

Yet despite nature's well-known abhorrence of a vacuum, no revised version of the gospel took its place. Nor has done since. With the result that conservation has joined the long list of Worthy Causes of Our Time about which all men of goodwill are agreed that something should be done tomorrow once Pressing Matters have been dealt with today.

#### Doleful finding

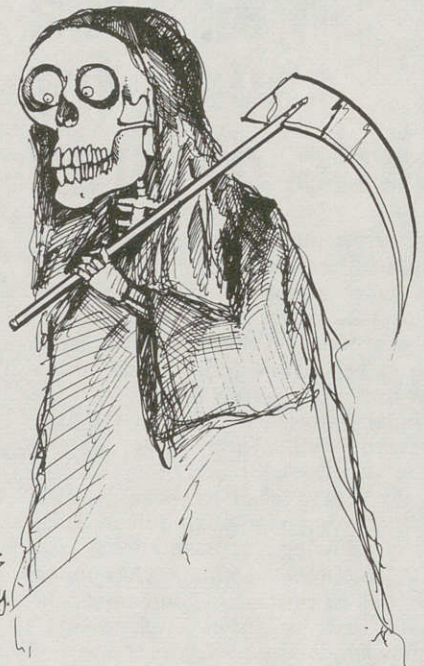
But of course the main characteristic of Pressing Matters is that they are always with us. Which means that for other matters - conservation for example - tomorrow arrives, if at all, very late in the day.

Nowadays even those who should be beating the drum for conservation appear instead to be beating a retreat. A recent polling of environmental journalists produced the rather doleful finding that while most of them accept that the loss of species leads to a world that is aesthetically poorer, most of them do not believe that the loss of species leads to a world that is economically poorer.

In other words, while they regard conservation as a Good Thing - in that having animals and plants around jollies up our grey lives - they do not regard it as an Essential Thing. And this from a cross-section of environmental journalists!

Admittedly many decision-makers (those paragons of our day) are better informed. They readily concede that conservation does matter - in an economic, in a scientific, in a strictly utilitarian sense. But whereas in former days, when the fear of imminent doom rode high, there was the immediate pay-off of popular applause for conservation rhetoric (with the *promise* of deeds to follow), now there is nothing of the kind. With the result that Pressing Matters (see above) have entirely taken over.

The missing factor, it is clear, is popular



Patrick Allen writes:

## DOOM IS THE SPUR

### comment

pressure - or, in the jargon, "public awareness". Of course the apocalyptic warnings of the early '70s, with their naive dependence on crude computer models, were counter-productive. Fearsome predictions which are falsified by events (or rather by non-events) spoil the market for truth.

And yet... and yet. The environmental pundits of a few years back may have erred in believing that the planet's life-support systems were heading for imminent and dramatic collapse. But if the truth is that the planet's life-support systems are softly, invisibly coming apart, is the message very different? If the world ends not with a bang but a whimper, the result is the same. Doom deferred is still doom.

Doom deferred, though, is not in itself a rallying cry to action. As who-was-it said: "There is nothing so concentrates a man's mind as the knowledge that he is to be hanged in a fortnight." But substitute 15 years for a fortnight and concentration vanishes. How then to recover that focusing of public attention on the Conservation Issue? By resurrecting the belief that time is desperately short.

For this, after all, *is* the truth. The time scale of cause and effect in nature may sometimes be lengthy. But it is nonetheless very real - with the added caveat that the results of what we do or do not do *now* may prove irreversible.

What we do or do not do *now* also serves to narrow or to expand our range of options. Choice dwindles as resources are

used up. Rainforests are shrinking at a frightening speed. World catches of many fish species have plummeted. Deserts are growing at such a rate that one-third of the world's croplands may have disappeared by the turn of the century.

Or take the most obvious example of all: energy. Failure to conserve *now* makes a full-blown nuclear future - the "technological fix" for a world in a fix - almost inevitable, regardless of the hazards.

So long as politicians feel that they are more likely to receive kicks than kisses for acting so as to stave off distant and problematical calamity, they will act, if at all, only half-heartedly. But of course people want a healthy future for themselves and even more so for their children. So a public which perceives the real-live choice between Good and Ill - and understands that choosing starts *now* - will direct both kicks and kisses to Good effect. With a real-live chance of a happy outcome.

#### The enemy of action

The doom-watchers of the early '70s got it wrong. But the doom-scooters of the present day have also got it wrong. They know full well the track we are on but believe a rose-tinted view is all that people should be given for fear of depressing them. This is psychologically inept. It makes for complacency, the enemy of action.

The track we are on is bound for doom but we are not bound to go there. We can backtrack in time. Just in time. And this truth is a truth which should be told. Unavoidable doom breeds only despair but preventable doom is the best of all possible spurs to action. So come back doom, preventable doom - we need you.

# Small area saved for birds of prey

ONE of the most important refuges for European birds of prey is the mountainous forest region of northeast Greece. At least 22 raptor species breed there - many of them on the threatened list. A plan to exploit the forest could pose a new threat to their survival.

Under a forestry management plan, prepared with World Bank support, roads will be built and much of the mature forest felled to make way for quick-growing plantation forest. However, following representations from IUCN, the Greek government has agreed to introduce certain environmental safeguards and to leave undisturbed a slightly larger core area than at one time seemed likely.

IUCN's close involvement dates back to September 1978. It was then that the Dutch ornithologist Ben Hallman, author of a major report on the situation, met members of the IUCN Greek Working Group, including its chairman, Luc Hoffman.

## IUCN consultancy

In December that year Maarten Bijleveld of IUCN went to Athens to discuss the matter with the Permanent Secretary of the Ministry of Coordination as well as with the Hellenic Society for the Protection of Nature. A comprehensive environmental impact study should have been made when planning first began. Although now too late for that, it was decided that Ben Hallman should be contracted jointly by IUCN and the Ministry of Coordination to work towards a reconciliation between development and conservation interests. Mr Hallman took up his consultancy in February 1979.

His proposal that a core area of around 20,000 hectares be protected was put to an interministerial meeting in Athens at the end of May. This was not accepted and in June a smaller reserve of 9800 hectares was proposed. But the lure of extra jobs offered by the forestry programme was such that the figure later shrank to not more than about 5000 hectares.

At the end of September Luc Hoffman and David Munro, IUCN's Director General, went to Athens at the invita-



*A mixed collection of black vultures and griffon vultures. Once extremely common, there are now thought to be less than 20 black vultures left throughout southeast Europe - all of them in northern Greece.*

tion of the government. Together with Ben Hallman they discussed the issue at two top-level meetings - first with the Permanent Secretary of the National Council for Planning and Environment and the next day with the Deputy Minister of Coordination, Mr Paleokrassas, and senior officials including the World Bank project officer for Greece.

After explaining the ecological interest of the mountain region and the nearby Evros delta as well as the outstanding significance of the raptor populations in the area, the IUCN team suggested the possibility of linking conservation with tourism (stressing the fact that nature reserves *create jobs* - wardens, guides and so on). The area is rich in archaeological sites and has attractive beaches.

At the same time it was pointed out that Greece has already assumed some responsibility for conservation by opting for membership of the European Economic Community (with its directive on bird protection) and by signing the Council of Europe's Convention for the Protection of Wildlife and Wildlife Habitat.

At the end of the second meeting Mr Paleokrassas directed that a revised plan be prepared. This would establish a protected area (somewhat smaller than the 9800 hectares earlier recommended by

Ben Hallman) but with a buffer zone wherein the forestry plans would specify exploitation practices designed to minimize adverse effects on birds of prey. The plan would also compensate for loss of jobs by expanding conservation-based activities in the vicinity.

Meanwhile Ben Hallman's consultancy has been renewed for a 7-month period. He is now assisting in the implementation of the ministerial directive.

## Anti-pollution drive in Europe

AT a 3-day meeting in November the Economic Commission for Europe unanimously adopted the *Convention and Resolution on Long-Range Transboundary Air Pollution* and also the *Declaration on Low and Non-Waste Technology and Reutilization and Recycling of Wastes*.

All member countries (Albania excepted) were present and virtually all made statements. Observers from a great many international bodies, including IUCN, attended. The emphasis was on collaboration between countries. Follow-up proposals will be considered by an Expert Meeting of the Commission in January.

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## Programming - continued

that as far as possible we can plan to avoid duplication.

We hope the programme document for 1980-83 (it will appear in December 1980) will reflect relevant activities of members so that we can build up a full picture of the NGO conservation effort at the global level. If we hear from you by the end of February -

and we very much hope we will - your comments, suggestions and plans can be reported to the Programme Planning Advisory Group at its next meeting when it will begin work on the 1981-83 programme.

For the sake of conservation world-wide it is vital that the links between members of the IUCN family be strengthened. Collaboration in programming action is a way of adding thrust and weight to the Union's activities which would be most valuable.