



# 18th General Assembly

## RESOLUTIONS and RECOMMENDATIONS

18th Session of the General Assembly of  
**IUCN - The World Conservation Union**  
Perth, Australia  
28 November–5 December 1990

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**International Union for Conservation of Nature and  
Natural Resources  
1991**



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# The Work of The World Conservation Union

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## 18.1 Mission, Objectives and Approach of The World Conservation Union

RECOGNIZING that IUCN is unique in linking in membership a substantial number of States, government agencies and non-governmental organizations;

FURTHER RECOGNIZING that the strength of the Union depends on its effectiveness in harnessing this membership as a global network through which to advance understanding of the environment, develop new approaches to conservation and sustainable development, and lay the foundations for practical action;

EMPHASIZING the continuing importance of the World Conservation Strategy, the World Charter for Nature and the Declaration of Fontainebleau as statements of guiding principle;

ACCEPTING the need to define the mission, objectives and approach of the Union in a world where environmental concerns are steadily gaining importance;

NOTING the paper on the Mission, Objectives and Approach of the Union, prepared for the 18th Session of the General Assembly by the Director General in consultation with the Council;

The General Assembly of IUCN, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

### DECIDES

1. That the *mission* of the Union shall be stated as:

“to provide leadership and promote a common approach for the world conservation movement in order to safeguard the integrity and diversity of the natural world, and to ensure that human use of natural resources is appropriate, sustainable and equitable”;

2. That where a *slogan* is appropriate, IUCN will use:

“living in harmony within Nature”;

3. That, recognizing the worldwide nature of its membership and activities, and the unwieldy nature of its full legal title, the Union will use “The World Conservation Union” as a *short descriptive title*. On documents the title will be:

“IUCN—The World Conservation Union”

and on legal instruments “The International Union for Conservation of Nature and Natural Resources (IUCN), commonly styled The World Conservation Union”;

4. That the World Conservation Union will pursue three basic *conservation objectives*:
  - a. to secure the conservation of nature, and especially of biological diversity, as an essential foundation for the future;
  - b. to ensure that where the earth’s natural resources are used this is done in a wise, equitable and sustainable way;
  - c. to guide the development of human communities towards ways of life that are both of good quality and in enduring harmony with other components of the biosphere;
5. That the Union will pursue these objectives through the use of the voluntary networks provided by the Commission system and through the activities of the Union’s own staff, to:
  - a. *monitor* and *evaluate* the status of nature and natural resources, trends in their use, and policies and practices concerning their management;
  - b. *analyse* the obstacles to more effective protection of nature and management of natural resources;
  - c. *harness* intellectual resources in order to solve the problems revealed by the above analysis;
  - d. *catalyse* action by the Union’s Secretariat and members in order to achieve more effective conservation of nature and natural resources;
  - e. *generate* an increased global awareness of the interrelationships between conservation, long-term survival, and human well-being;
  - f. *link* the conservation constituency (IUCN members and the various networks) together as an effective entity for achieving conservation;
  - g. *provide leadership* and to *promote* a common approach among different institutions and interests affecting the environment;

- h. *cooperate* with all agencies advocating a reduction of the global human population and a reduction in the aggregate consumption of world resources;
6. That the *Programme* of the World Conservation Union will be developed and implemented so as to:
    - a. serve the perceived and stated needs of the collective membership as these evolve;
    - b. involve the membership in the intellectual and operational activities of the Union, thereby increasing their commitment;
    - c. provide products that strengthen the membership and can be applied by them in their own development of objectives and programmes, problem-solving, and evolution as effective institutions;
  7. That the *approach* of the Union, as an effective agent of world conservation, will be to:
    - a. develop and promote the adoption of conservation ethics based on respect and care for nature;
    - b. develop scientific knowledge and its sound application, as the essential prerequisite for achieving the three conservation objectives;
    - c. provide leadership in the formulation of global conservation priorities;
    - d. promote and carry out effective conservation on the ground, especially in areas of high conservation priority;
    - e. maintain the highest professional standards in its work;
    - f. focus this work and output in an appropriate and coherent programme relevant to its mission, necessary to its members and supportive of its partners;
    - g. have a strong and committed membership in all parts of the world;
    - h. ensure that any member organization gains in effectiveness by belonging to IUCN;
    - i. link with and support the membership through regional contacts and networks on the global, regional and national scale;
    - j. coordinate projects in the territories of member States with its governmental and non-governmental members thereby avoiding any possible competition between IUCN and its members;
    - k. communicate the work of the Union throughout the world, so that world policies on conservation and sustainable development are advanced;
    - l. provide regular information and reports on its activities in a given country to its members in that country;
  - m. recognize the role of women in the conservation of nature and the wise use of natural resources and the importance of young people as the future caretakers of the planet, and to establish appropriate procedures for consulting them and encouraging them to take part in the activities of the Union;
  - n. recognize and make use of the extensive traditional knowledge of the indigenous peoples of the world, and, where appropriate, ensure that they are consulted concerning the conservation and wise use of nature and natural resources and are not marginalized;
8. That the Director General's paper, prepared in consultation with the Council and amended in the light of discussion at the 18th Session of the General Assembly, is endorsed for use as a general statement of the Union's Mission, Objectives and Approach.

## 18.2 Governance of The World Conservation Union

RECALLING Resolution 17.4 of the 17th Session of the General Assembly on the Governance of the Union, and Resolution 18.1 of the present Session of the General Assembly on the Mission, Objectives and Approach of the World Conservation Union;

RECOGNIZING that the essential components of the World Conservation Union are the membership, the General Assembly, the Council, the Bureau, the Commissions, the Officers, the Director General and the Secretariat, and that the effectiveness of the Union as a whole depends on their smooth and cooperative functioning;

NOTING the paper on the Governance of the Union prepared for the 18th Session of the General Assembly by the Director General in consultation with the Council;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

DECIDES:

1. That the involvement of the *membership* in the affairs of the Union will be strengthened by:
  - a. closer links at national and regional level between Regional Councillors, members, Regional and Country Offices, and, where appropriate, with regional or national programmes;
  - b. involving the membership more closely in the formulation and execution of the Programme. The extension and strengthening of the



network of IUCN Regional and Country Offices will greatly facilitate consultation when national programmes are prepared and the involvement of members in project activities;

- c. giving more encouragement to members to propose suitable specialists for consideration as members of the Commissions;
  - d. better information flow using the *Bulletin* as an "intelligencer" (which could be the means of linking members more closely with particular parts of the Programme);
  - e. involving the membership more directly in the selection of key issues for discussion by the General Assembly;
2. That the *General Assembly* will be developed primarily as a World Conservation Congress within which priorities for world conservation and sustainable development will be discussed and agreed by the membership;
  3. That the formal business of the General Assembly, as required by Statutes, shall be conducted with maximal dispatch so as to allow optimal use of time for substantive conservation issues;
  4. That effort shall be made to arrange regional forums, attended by the Director General, in the years between Sessions of the General Assembly;
  5. That the *Council* should operate at a strategic level, within the context of policies defined by the General Assembly, with voluntary funding secured so as to facilitate the attendance of elected Councillors;
  6. That the *Bureau*, under the *ex officio* chair of the President of the Union, should continue to be the executive sub-committee of the Council, with especial responsibility for budget and programme;
  7. That the *Commissions* should be strengthened as the principal vehicle by which experts from the membership and other organizations participate on an individual and voluntary basis in the work of the Union, in close association with the Secretariat and in the joint achievement of defined components of the Programme approved by the General Assembly;
  8. That the *Officers* of the Union (President, Vice-Presidents and Treasurer) and the Councillors and Commission Chairs have an important role in representing the Union, which needs to be developed;
  9. That the *Director General* has a clear responsibility to the membership, through the Council, for the direction of the affairs of the Union and is accountable for the achievement of agreed programme objectives within budget;
  10. That the *Secretariat* is responsible for directing and managing the operational programme of the Union, and has a primary role in harnessing the

network of expertise represented by the Commission system and facilitating its work;

11. That the major development of the Secretariat in future is likely to come through the extension of Regional and Country Offices as a representational focus for the Union in their areas, the source of services to members and Regional Councillors, the preparers of programme proposals, the managers of programme and project activities, the development of partnerships with other organizations in their areas, and the strengthening of institutions there;
12. That the Director General, in consultation with the Council, shall adopt a policy of engaging more professional scientific staff in the Regional and Country Offices from countries covered by those offices so as to enhance the professional and institutional capacity within the regions together with the geographical distribution of the professional positions;
13. That the functional components of the World Conservation Union should be developed pragmatically to meet the needs of the future, subject to availability of resources;
14. That the paper prepared by the Director General, in consultation with the Council, is endorsed as a description of the Governance of the Union and as a basis for its future development.

### 18.3 A Strategy for The World Conservation Union

RECOGNIZING the overwhelming need for fundamental changes in the way in which nations and the international community manage the planetary environmental resources;

CONVINCED that the World Conservation Union has an important contribution to make to those changes;

RECALLING the papers on the Mission, Objectives and Approach and on the Governance of the Union prepared by the Director General for the 18th Session of the General Assembly;

- CONVINCED that the World Conservation Union requires a strategy for the near future;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. ENDORSES the paper entitled "A Strategy for the World Conservation Union" prepared by the Director General, in consultation with the Council,

subject to the incorporation of comments made and accepted during the 18th Session of the General Assembly;

2. AUTHORIZES the Director General, in consultation with the Council, to promulgate the paper as a statement of the Strategy of the Union, and as a background to the Triennial Programme endorsed by the General Assembly;
3. REQUESTS the Director General to continue to consult with the membership, in order to develop the Strategy further, and to prepare for consideration by the 19th Session of the General Assembly a revised text, updated in conformity with the World Conservation Strategy for the 1990s and the conclusions of the UN Conference on Environment and Development;
4. PROPOSES that special consideration should be given in the development of the Strategy to the establishment of a strong environmental advocacy role for IUCN, and to the establishment of institutional machinery to this end.

## **18.4 Role and Mandates of the IUCN Commissions, Standing Committees and Task Forces**

RECALLING Resolution 18.1 of the present Session of the General Assembly on the Mission, Objectives and Approach of the World Conservation Union, Resolution 17.4 of the 17th Session of the General Assembly on the Governance of the Union, and Resolution 18.2 of the present Session on the Governance of the World Conservation Union;

REAFFIRMING that the Commissions are a vital component of the World Conservation Union, as:

- a. the principal mechanism through which individuals drawn from the membership and other organizations can participate actively in the work of the Union;
- b. the source of conceptual analysis, synthesis of knowledge, evaluation of priorities, proposals for action and methodology which is of particular use to the membership;

RECOGNIZING that the role of the Commissions needs to be reviewed within the wider context of re-evaluation of the mission, objectives, approach, governance and strategy of the World Conservation Union, especially with the aim of strengthening the Union's voluntary network and enhancing its participation in the overall programme;

NOTING the paper on the Role and Mandates of the Commissions, Standing Committees and Task Forces within the World Conservation Union, prepared for the 18th Session of the General Assembly by the

Director General in consultation with the Commission Chairs and the Council;

FURTHER NOTING the amended mandates of the Commissions as approved by the 18th Session of the General Assembly;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. ENDORSES nine basic conditions that need to be met if Commissions are to be effective, namely:
  - a. the need for Commissions to have a clear focus; to relate to a distinct constituency of users of their products, and to have a clear idea of what they are trying to achieve. The mission and objectives of each Commission must be supported wholeheartedly by the entire community that comprises its members;
  - b. the need for Commissions to be broadly based and to avoid factions. Members who have genuine differences of opinion on certain issues should be able to work together under a Commission umbrella on the points on which they agree, and agree to differ on the rest. Commissions should therefore be managed to ensure that interest groups feel neither discriminated against nor more important than others, as a matter of principle;
  - c. recognition that good Commission management is concerned with promoting healthy and appropriate activity. In running a voluntary network, there is inevitably a risk of certain elements running off on their own, or causing embarrassment in other ways. However, if these risks are avoided through excessive centralized control, the chief victim is always the many good and useful activities being carried out by Commission members. Control-minded management kills voluntary networks;
  - d. the need for Commissions to produce products which meet a genuine need. Accordingly, their activities must be related to those institutions and governments that can do something about the problems they address. The outputs of a Commission must not only be useful and needed, but also designed to generate the maximum "on-the-ground" conservation activity. Commissions are emphatically not self-serving networks; rather they should be one of the principal services that IUCN provides for its members, and the members need to know what services they can obtain from each Commission. Neither should Commissions be ivory-tower think-tanks. The intellectual work of IUCN Commissions should be oriented towards the achievement of practical conservation action. However, the scientific activities involved should be of the highest possible calibre in order to contribute most effectively to such conservation action.

- e. acceptance that Commission leadership (especially by the Chair and Steering Committee) must provide a clear vision and intellectual lead to the members. Commissions should be led by encouragement and example. The Chair and Steering Committee should keep one step ahead of the issues and ensure that the Commission provides leadership within its field. They should also ensure that the Commission constantly reviews its performance and activities in relation to global conservation needs;
  - f. recognition that Commissions can only be effective if the members are encouraged in their work, and feel that what they are doing is having a beneficial impact on conservation problems. Good Commission operation is helped, *inter alia*, by: ensuring that the right people are in the right positions within the Commission (all sorts of different talents are needed to run a Commission well and good management can identify these talents and make best use of them); ensuring that there are good communication channels within the Commission (members need to know whom they should contact on which issues); ensuring that Commission members have the names, addresses and telephone/telefax numbers of all other members; ensuring that members are fully informed of major activities within the Commission, and how their own work is contributing to the whole (Commission newsletters are especially important in this regard); and providing a means for Commission members to understand how their work relates to that of IUCN as a whole (resources permitting, all Commission members should receive the *IUCN Bulletin* free; this is not currently the case);
  - g. understanding that Commissions are not temporary networks, but rather address issues of permanent concern to the conservation community. They are established by the General Assembly and continue until a subsequent General Assembly decides, normally on the proposal of the Council, to abolish them, subdivide them or alter their objectives. The membership, however, currently lapses at each General Assembly, and this has resulted in a hiatus of some months while new nominations by the Chairs are considered by the Council. New Regulations have therefore been adopted by the Council which eliminate this discontinuity and the inefficiency and low morale to which it has given rise in the past;
  - h. the need for the structure of each Commission to be designed to ensure effective operation within its sphere of action, and for effective linkages between Commissions so as to ensure that their activities are mutually reinforcing;
  - i. recognition that members of the Secretariat assigned by the Director General to work with a Commission, and any staff recruited by Chairs to assist them in their work, serve primarily as "enablers and equippers", encouraging the development and guiding the direction of the network, and attempting to bring the best out of the membership. It is important for such staff members to have professional qualifications relevant to the work of the Commission, but they must accept that they should act as programme coordinators, achieving professional outputs through harnessing their networks. The number of staff needed increases in proportion to the scale and intensity of Commission activity;
2. REQUESTS the Council to bear these criteria in mind when reviewing the mandates of Commissions in future;
  3. CONSIDERS all Commissions, Standing Committees and Task Forces as constituting components of IUCN's "World Conservation College";
  4. DECIDES that during the 1991-1993 triennium *six Commissions* will be retained by IUCN, namely:
    - a. Species Survival Commission;
    - b. Commission on National Parks and Protected Areas;
    - c. Commission on Environmental Law;
    - d. Commission on Ecology;
    - e. Commission on Environmental Strategy and Planning;
    - f. Commission on Education and Communication;
  5. REQUESTS the Council to establish a procedure for a mid-term and end-of-term formal independent evaluation of the performance of each Commission by a team of two well-regarded experts in the field of conservation and a professional in the field of performance audit, with a view to identifying any necessary improvement in Commission relevance and performance; and that the Council review the role, structure, mandate and operation of all Commissions for the next triennium prior to each General Assembly, based on these evaluations;
  6. ENCOURAGES the Council and Director General to consider, having regard to available resources, establishing an Inter-Commission Standing Committee on the Conservation of Biological Diversity, a Standing Committee on the Environmental Implications of Global Change, and Advisory Committees on Population and Resources and the Role of Women in Natural Resources Management.

## 18.5 Creation of a Voluntary Fund to Support the Governance of The World Conservation Union and its Activities in the Developing World

RECALLING Resolution 18.1 on the Mission, Objectives and Approach of the World Conservation Union and Resolution 18.2 on its Governance, both of the present Session of the General Assembly;

REAFFIRMING that the strength of the Union depends on its effectiveness in harnessing the worldwide network constituted by its membership;

NOTING WITH APPRECIATION the generous support of certain IUCN members which has facilitated the participation of Regional Councillors from developing countries in the work of the Council and Bureau during the 1988-1990 triennium;

CONSCIOUS of the need to maintain this participation during the 1991-1993 triennium;

ALSO CONSCIOUS of the need to strengthen the Union's Regional and Country Offices in the developing countries, as an important means of supporting Regional Councillors and of increasing the involvement of members in the work of IUCN;

RECOGNIZING that while these activities should be supported by core funds it is impracticable to increase membership dues to the level necessary to meet the costs involved;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

### 1. DECIDES:

- a. to authorize and request the Director General to create a Voluntary Fund with a target income of not less than US\$ 500,000 *per annum* to be known as the Worldwide Activities Fund of the World Conservation Union;
- b. that this Fund may be used for the following purposes:
  - i. to support the travel and subsistence of Regional and Coopted Councillors, especially from developing countries, who would otherwise be unable to participate in meetings of the Council and Bureau;
  - ii. to support the convening of periodic meetings of Regional Advisory Boards, gathering the views of members especially in the developing world and ensuring that they are enabled to make an input to the central policies and programmes of the Union;
  - iii. to allow the convening of regional or national forums in the developing world at which priorities for IUCN's support to its

members in those regions and countries are discussed and programme proposals formulated;

- iv. to support costs above and beyond core costs incurred by Regional and Country Offices in establishing and servicing networks of IUCN members, associates and partners in the developing world;
  - c. That the Worldwide Activities Fund will be maintained as a separate designated fund within the Union, and accounted for separately in the reports furnished to the General Assembly by the Treasurer and Director General;
  - d. That any organization contributing to the Fund may have access to its accounts at any time;
2. FURTHER DECIDES to appeal to members of IUCN, aid agencies, foundations and other funding agencies to pledge contributions to the Worldwide Activities Fund for the 1991-1993 triennium.

## 18.6 Increased IUCN Support for the Asian Region

RECOGNIZING that Asia contains immense biological, geological and physical diversity ranging from the highest mountain systems to tropical seas and from arid areas and deserts to major wetlands;

CONSCIOUS that Asia is home to more than half of humanity, more particularly concentrated in southern and eastern Asia, and is immensely rich in cultural diversity;

NOTING that the pressure of population upon the natural resource base is severe and requires urgent alleviation through integrated local, national, regional and international interventions and strategies;

NOTING ALSO that the ecosystems of Asia are being severely damaged and disrupted;

NOTING ALSO that Asian societies are predominantly agricultural and have a high degree of dependence on nature, and a rich traditional knowledge of life processes;

CONSCIOUS that Asia is a major producer and supplier of raw materials such as tropical timber;

CONSCIOUS that, despite these trends, there are projects and programmes in Asia undertaken by governments, non-governmental agencies and communities that afford lessons and models in sustainable resource use and development and in equity and participation;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

CALLS UPON the Director General, within the resources available, to provide greater attention and assistance to the Asian region and promote:

- a. greater regional cooperation and effort in addressing conservation issues through, for example, the development of programme activities including conservation strategies for:
  - i. the mountain systems of the region, particularly the Himalayas;
  - ii. the river systems of the Ganges, Indus, Brahmaputra and the Mekong;
  - iii. the establishment and maintenance of a representative system of trans-national protected areas in the region;
  - iv. wetlands and marine and coastal areas, giving priority to those which provide essential habitats for migrating species and to those which are important for artisanal fisheries;
  - v. the establishment and promotion of programmes and management practices aimed at controlling and eventually halting desertification, for example as initiated in Saudi Arabia;
  - vi. migratory terrestrial species, particularly in Western Asia.
- b. a survey of the status of biodiversity in all countries of the region, of their natural resource capital and of the nature and extent of resource transfer between Asia and the rest of the world;
- c. research, conservation and management of rangelands, which have hitherto been neglected;
- d. conservation of tropical forests, particularly with respect to the study of traditional sustainable resource tenures and the critical links between forestry, agriculture and biodiversity;
- e. the formulation of National Conservation Strategies and action plans to provide umbrella policies for integrating environment with development in all sectors;
- f. the establishment of environmental planning systems in each country which emphasize and enhance community involvement and which build upon traditional practices and knowledge;
- g. the role and capacity of non-governmental environmental organizations and peoples groups and cooperation between these organizations and governments in addressing shared goals;
- h. the development and strengthening of environmental laws and institutions which build upon customary law and practices for the sustainable use of living resources and which respect traditional tenure and avoid insensitive transfer of laws from other countries;
- i. the expansion of IUCN membership and its network of programmes and offices in the region;

- j. increased Asian representation in the offices and Commissions of IUCN;
- k. increased financial and technical assistance from multilateral and bilateral donors to support the work of IUCN in Asia and to support governments, non-governmental organizations and peoples groups of the region in meeting conservation for sustainable development goals.

## 18.7 Increased IUCN Support for the Pacific Region

RECALLING that among the statutory objectives of IUCN are "to promote in all parts of the world, national and international action in respect of the conservation of nature and natural resources" and "to encourage scientific research related to the conservation of nature and natural resources and to disseminate information about such research";

ACCEPTING that the population of the peoples of the islands of the Pacific region is small in comparison with most other regions of the world;

RECOGNIZING the uniqueness of the Pacific region in that it has a large fraction of the world's ocean area, one of the world's highest degrees of endemism, and that it has a great degree of cultural diversity, but that most of the island nations have a scarcity of trained personnel and infrastructure for the management of their environment;

NOTING that the Convention for the Protection of the Natural Resources and Environment of the South Pacific Region (SPREP Convention) entered into force in August 1990;

RECOGNIZING the mandate of the South Pacific Regional Environment Programme (SPREP);

NOTING the conclusion of the 1990 Review of the IUCN Programme that there is an imbalance in IUCN activities in the different regions and in particular that the Pacific region has been under-represented in past IUCN activities;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

REQUESTS the Director General, within available resources, to increase the role of IUCN in the Pacific region, and in particular to promote:

- a. investigation of the role of the Pacific Ocean in climatic change and the effects of possible change on small vulnerable islands;
- b. improvement in understanding and documenting both ecosystem and species diversity covering marine and terrestrial areas of the Pacific and in

the distribution of relevant information to appropriate governments, communities and institutions;

- c. investigation of the relationship between the different cultural entities and their traditional practices within the environment, with special emphasis on the role of women, the aim being to identify those aspects which might best serve an integral holistic approach to sustainable development;
- d. utilization and strengthening of regional skills and regional institutions for research, documentation, analysis, information dissemination and management of environmental matters at regional, national and community levels;
- e. strengthening of environmental law which incorporates the relevant customary laws that influence the behaviour of the indigenous peoples of the Pacific.

### **18.8 Increased IUCN Support for its South American Members**

CONSIDERING the need for the World Conservation Union to pay greater attention to its South American members and the importance of more exchanges between them within the countries and at a regional level as a means of strengthening conservation policies;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

REQUESTS the Director General to promote:

- a. more exchanges and cooperation between the South American members of IUCN;
- b. financial and institutional support for conservation activities in the main ecosystems, training, environmental education and institution-building;
- c. greater participation by South American experts in the Union's various Commissions;
- d. the establishment of an environmental fund to carry out priority conservation activities in South America.

### **18.9 Conservation of Priority Ecosystems in South America**

CONSIDERING the need to set out the criteria the World Conservation Union will use in establishing its

conservation priorities and guiding future action regarding the various ecosystems of South America;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

RECOMMENDS that:

- a. IUCN adopt as criteria for establishing its conservation priorities on the ecosystems of South America, the extent of their biological diversity, the presence of endemism, their significance in maintaining ecological cycles, the scarceness of their biological constituents, the degree to which these are threatened and the risks that species may disappear;
- b. in accordance with these criteria, the following ecosystems or regional complexes in South America (apart from those already considered for the Amazon region) should be established as priorities whose conservation should be promoted: the Orinoco region, the Andean forests, the Atlantic tropical forests, temperate wet forests, cold steppes, the Paramo, the Puna, deserts, temperate grasslands (pampas), coastlines and, in particular, the Sierra Nevada de Santa Marta and the Chocó biogeographic region;
- c. IUCN urgently request the governments of the region not to replace native forests with plantations of exotic species, in order to guarantee the conservation of the priority ecosystems referred to above.

### **18.10 European Cooperation for Sustainable Development**

WELCOMING the recent removal of barriers between western European countries and the countries of eastern and central Europe, including the USSR;

NOTING that serious environmental degradation is present in many parts of Europe and that regional cooperation is required for its restoration;

AWARE of new opportunities for a regional approach, to which IUCN is especially well-placed to contribute through its networks in western Europe and its effective East European Programme;

NOTING especially the need for the best available technology to be applied in industrial reconstruction in Europe and for pollution control policies to be guided by the precautionary principle;

NOTING the proposals for development of the Union's programme in central, eastern and western Europe in Annexes 13 and 14 to the General Assembly Paper GA/18/90/11;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. REQUESTS the Director General, within available resources, to:
  - a. strengthen the Union's network for cooperation throughout Europe;
  - b. establish effective and permanent links between IUCN members in the eastern and western regions of the continent;
  - c. carry out an effective programme of European activities as defined in the draft Triennial Programme and adjusted in the light of experience and the guidance of appropriate Commissions and Advisory Committees;
2. REQUESTS all IUCN members and multilateral organizations to facilitate the work of the Union in Europe, and in particular the implementation of the Triennial Programme.

### **18.11 Assistance for Environmental Restoration and Protection to Eastern and Central European Countries**

RECOGNIZING the serious environmental degradation in parts of eastern and central Europe and the European USSR;

AWARE of short-term economic difficulties which not only prevent countries in the region making the required investment in environmental clean-up and protection, but also make them vulnerable to unsustainable exploitation of their natural resources;

BELIEVING that greatly enhanced opportunities for cooperation have followed from recent political changes, and that those changes were partly propelled by public concern for the environment and have resulted in a political will to integrate environmental measures in economic development;

RECALLING the existence of areas of wilderness or near-wilderness in the region and the presence of species that have disappeared from the wild in the rest of Europe;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. CALLS upon national governments in western Europe and North America, multilateral agencies

and the non-governmental community, to assist the eastern and central European countries and the European USSR in tackling the serious environmental degradation in the region and to provide expertise in environmental administration, management and monitoring;

2. URGES IUCN, through its East European Programme, to:
  - a. strengthen its role as facilitator between East and West; and
  - b. promote the implementation of sustainable development policies and actions in the region.

### **18.12 IUCN Sahel Programme**

RECOGNIZING that the Sahel region, including the Horn of Africa, is currently undergoing a severe economic, food and ecological crisis characterized by mass poverty, low and irregular rainfall, declining land productivity, high population growth and excessive taking of fauna;

RECOGNIZING MOREOVER that the Sahel has special characteristics different from those of other arid regions, but that at the same time there are similarities between the Sahel and other arid regions in the functioning of ecosystems;

TAKING ACCOUNT of activities already in progress by various aid agencies in the Sahel region and noting with interest the creation of the Sahara and Sahel Observatory;

RECOGNIZING the progress accomplished by the IUCN Sahel Programme in the last three years;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. REQUESTS that while IUCN's programme in the Sahel continues and is strengthened, within available resources, as a distinct regional programme, a thematic programme be established to provide scientific and technical support to the programme in the Sahel and to other IUCN regional programmes such as the Asia/Pacific, Southern Africa and Pakistan programmes;
2. FURTHER URGES the governments of the countries concerned to recognize the efforts being made by their people in conservation matters within the framework of sustainable development, by increasing their commitment to the protection of the Sahel fauna.

# Global Conservation Strategies, Policies and Programmes

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## 18.13 The World Conservation Strategy for the 1990s Provisionally Entitled "Caring for the World: A Strategy for Sustainability"

RECALLING the fundamental contribution made by the World Conservation Strategy to perception of the environment at international and national levels, and the value of that document as a guide to the evolving policy of IUCN and its members;

ALSO RECALLING the decisions of the Ottawa Conference on Conservation and Development: Implementing the World Conservation Strategy, and especially the need for the further evolution of the Strategy to take account of the human social dimension;

ACCEPTING that the problems of the world environment have become more acute in the past decade, despite the increase in understanding of the principles and practices of conservation and sustainable development;

AFFIRMING that the essential need for the future is to enhance human perception of environmental issues, and hence to modify behaviour at the individual and community level;

NOTING with appreciation the work done by IUCN in partnership with UNEP and WWF and with the support of UNESCO, FAO, the World Resources Institute and the World Bank in preparing the draft "Caring for the World: A Strategy for Sustainability";

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. WELCOMES the draft Strategy, while noting that substantial further improvements need to be made to it, and expresses appreciation to the Project Director, Writer/Senior Consultant, Steering Committee, authors and collaborators for their work;
2. REQUESTS the Director General and the Project Director to ensure that the views on the draft expressed by members at the General Assembly are properly taken into account in finalizing the text;
3. AUTHORIZES the Director General, in consul-

tation with the Council, to approve the final text on behalf of IUCN for release as a document bearing the name of the Union alongside that of other partners and sponsors;

4. URGES the Director General to work with the UNEP and WWF members of the Steering Committee to promote widespread publicity about and distribution of the final document. The publication should be easily available in many languages at an affordable price so that many people throughout the world can read and use it;
5. REQUESTS the Director General to send copies of the final text after publication to all IUCN members;
6. REQUESTS the Director General to urge the Steering Committee to transmit the final text of the Strategy to the Secretary General of the United Nations Conference on Environment and Development, to be held in Brazil in 1992, informally for use in the preparatory process for that Conference, and more formally for submission as a background document to the Conference itself;
7. URGES all members of IUCN to use the Strategy in preparing their own contribution to the 1992 Conference and in the further elaboration of their programmes and activities, and to promote its conclusions in those contexts;
8. REAFFIRMS the request to the Director General set out in Resolution 18.3 to present to the next Session of the General Assembly a revised version of the "Strategy for the World Conservation Union", which would take account of recommendations in the World Conservation Strategy for the 1990s and which would provide a context for the triennial programme for 1994-1997.

## 18.14 The Principles of Ethically Sound and Sustainable Development

CONCERNED that the combination of demographic expansion, urban overcrowding, industrialization and huge technological power with distorted economies is



leading to ever more frequent conflicts between individuals, between communities, and even between nations;

RECOGNIZING that the biosphere is a self-contained habitat for humanity, that the earth's resources (living and non-living) are finite despite the capacity of living resources to yield a sustainable production if well managed, and that population planning strategies which bring humanity into a stable balance with nature are therefore essential;

RECOGNIZING ALSO that there is a special responsibility on nations with a high *per capita* consumption of non-renewable and renewable resources, used at non-sustainable rates, to reduce their demands;

EMPHASIZING that governments, communities and human individuals are subject to a moral law which imposes obligations towards other societies and individuals, and that this moral law demands the acceptance of a duty of care for the biosphere and of policies that protect the interests of future generations;

AWARE of the unique contribution that IUCN can make in promoting strong guidelines for conservation and development, especially through the implementation of the proposals contained in the draft World Conservation Strategy for the 1990s;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. CALLS upon governments, especially State members of IUCN, to:
  - a. reduce to the absolute minimum extraction of those non-renewable resources that cannot be substituted, in preparation for the inevitable phasing-out of such extraction in the long term;
  - b. recycle as much as possible of such materials, aiming towards full recycling in the future;
  - c. minimize, and as far as possible eliminate, releases to the biosphere of:
    - i. oil and petroleum products (through spillages and discharges);
    - ii. gases resulting from combustion of fossil fuels (coal, oil and gas);
    - iii. heavy metals;
    - iv. nitrates and phosphates (resulting from excessive use of fertilizers and from unsustainable intensive agriculture);
  - d. ensure that uses of renewable resources are as efficient as possible and that where renewable resources are being used unsustainably, their use be reduced to sustainable levels;
  - e. recycle all possible organic wastes, thereby reducing pollution of rivers and underground aquifers and enhancing land fertility;

- f. promote clean and safe renewable energy supplies (such as solar, wind and hydro) thereby minimizing the use of fossil fuels and other sources of pollution;
    - g. promote the development and introduction of technologies and industrial processes that do not discharge waste into rivers, underground aquifers, the sea or the atmosphere;
    - h. encourage manufacturers of future consumer goods to plan materially and financially for the full recycling of the materials these goods contain at the end of their useful life;
2. URGES governments, in planning the development of rural and urban societies, to recognize the need for such societies to follow different paths:
  - a. basing rural development on the conservation, proper management and sustainable use of renewable natural resources;
  - b. basing urban development on the economical use of materials and energy and on maximal recycling and on avoidance of waste;
3. REQUESTS the Director General, within available resources:
  - a. to strengthen the expertise within the Union in the fields of sociology, economics and other social sciences relevant to the understanding of the human dimension of sustainable development;
  - b. to promote the elaboration of medium-term strategies for sustainable rural development which ensure that rural communities receive a fair share of development opportunities and a just economic return for the goods and services they provide.

## 18.15 Ecologically Sustainable Development

CONSIDERING that IUCN promotes an integrated approach to the use of living resources and the maintenance of natural ecosystems;

AWARE that the World Conservation Strategy has provided guidelines for sustainable development and that this has led to the formulation of many National Conservation Strategies incorporating the concept of sustainable development;

NOTING that Australia has started a process of defining an Australian strategy for ecologically sustainable development by encouraging wide discussion and setting up working groups to address sectoral and cross-sectoral issues;

NOTING FURTHER the following goals that are fundamental to achieving ecologically sustainable development:

- the improvement of individual and community well-being and welfare by following a path of economic progress that does not impair the welfare of future generations;
- the provision of equity within and between generations;
- recognition of the global dimension;
- the protection of biological diversity and the maintenance of ecological processes and systems;

NOTING FURTHER that the means of achieving ecologically sustainable development will include:

- increased efficiency of resource use and reduced waste production;
- management and utilization practices that improve the resilience of natural resource systems;
- dealing cautiously with risk and irreversibility;
- integration of environmental and social goals into economic decision-making, including ensuring that environmental assets are appropriately valued;

RECOGNIZING the importance of:

- stabilizing global human population in the long term;
- greater public involvement in decision-making;
- establishment of adaptive and effective institutional arrangements and policy measures;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. URGES all national and regional governments to develop national strategies for ecologically sustainable development, and to cooperate internationally to achieve ecologically sustainable development globally;
2. RECOMMENDS that the goals fundamental to the achievement of ecologically sustainable development as outlined above be adopted by countries and implemented by the means indicated above or by other means that may be appropriate to particular national circumstances.

## 18.16 Recognition of the Role of Indigenous Communities

RECOGNIZING that the indigenous communities of the world frequently live in harmony with their

environment and have a special stake in its continued survival;

AWARE that many of these communities possess special knowledge regarding the management and biological diversity of their environment;

CONSIDERING that many of these communities live in habitats that are of local, national and international importance;

RECOGNIZING that this pool of wisdom could be lost forever if not protected as a common heritage;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. REQUESTS that the Union's documents in general include specific recognition of the role of indigenous communities, and in particular their women, in the management of their environmental resources, and of the roles they may be called upon to play in National Conservation Strategies and projects sponsored by IUCN;
2. CALLS UPON aid agencies, all members of IUCN and other organizations to recognize the rights of these communities to participate in the formulation of policies and projects affecting their environment;
3. CALLS UPON IUCN and its Director General to make every effort to raise and allocate funds to facilitate the development of environmental strategies and policies for indigenous communities;
4. REQUESTS that IUCN establish an Inter-Commission Task Force to deal with issues especially relevant to indigenous peoples and to make sure that indigenous concerns are incorporated in the overall work of IUCN and its Commissions.

## 18.17 Human Population Dynamics and Resource Demand

REAFFIRMING Resolution 16.3 on Population and the World Conservation Strategy, and Resolution 17.17 on Population, adopted at the 16th and 17th Sessions of the General Assembly;

WELCOMING the actions taken by IUCN with the support of aid agencies and private foundations, and in partnership with competent organizations in the population field, including the United Nations Population Fund and the International Planned Parenthood Federation, to develop a better understanding of the complex interrelationships between population and the sustainable use and management of natural resources;

CONSIDERING that the crucial interdependence between human populations and natural resources should receive sufficient emphasis in the preparations for the 1992 United Nations Conference on Environment and Development;

ALSO CONSIDERING that progress towards stabilizing world population has been slower than expected and that in many countries population pressures, acute poverty and environmental degradation are impeding the way towards sustainable development, while in more developed countries over-consumption of resources, and in some instances population pressures, have led to local and national environmental deterioration and contributed to a rapidly deteriorating global environment;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. URGES State members, other members of IUCN, and the Director General to use their best efforts to ensure that population issues are given high priority at the 1992 United Nations Conference on Environment and Development; and that environmental issues, including human life support systems, are given equivalent prominence at the 1994 United Nations International Population Conference;
2. URGES IUCN members to take active steps towards integrating population and environmental issues by creating partnerships with competent organizations, particularly local organizations, in order to raise awareness, engage in demonstration projects and report on the experiences gained in these projects;
3. ENCOURAGES IUCN members and the IUCN Secretariat to continue to take the lead in exploring and initiating actions on the relations between:
  - a. population growth and distribution, finite natural resources and attainable quality of life;
  - b. human population trends and the survival of other species;
  - c. family size, changes in social and cultural behaviour and technologies, and patterns of resource use;
  - d. natural resources management and human health, particularly the morbidity and mortality of infants and young children;
  - e. over-consumption, urbanization, rural impoverishment and options for sustainable resource use and management;
  - f. women in development and their role in the process of achieving environmental sustainability;
4. REQUESTS the Director General and Secretariat, in advising governments on the formulation and implementation of National Conservation

Strategies, to take all appropriate steps to ensure that the population characteristics of a country, including growth, distribution, urbanization, age-sex structure, family size, morbidity, mortality, migration and labour force structure are integrated in the planning process, and that population-related resource stress is analysed not only from the point of view of sustainable use and management but also the quality of human life as defined in the Universal Declaration of Human Rights, and the World Health Organization's definition of health;

5. ENDORSES the proposals for the Population and Natural Resources Programme set out in paragraph A7 and Annex 2 of the draft IUCN Programme 1991-1993;
6. REQUESTS the Director General, within available resources, to expand the Population and Natural Resources Programme, particularly to enable:
  - a. more effective actions, including case studies, at the local level; experimentation with, and reporting on, integrated population and environmental projects at the local level; and systematic inclusion of a population dimension in all National Conservation Strategies;
  - b. enlargement of the network of partners and resource persons;
  - c. enhanced understanding of the relationships between the world's population and the global natural resource base, with particular attention to the size and growth of human numbers and the unequal access to and use of natural resources in different regions of the world;
  - d. the encouragement of academic programmes, in collaboration with appropriate institutions all over the world, to further the theoretical understanding of these issues;
  - e. the development of local human resources in different countries and regions of the world through organized training programmes and workshops, as well as informal training and exchanges of experience between policy-makers and project leaders;
  - f. the provision of advice and guidance to all other programmes of IUCN which need to take into account the population dimensions of their work.

## 18.18 Women and Natural Resource Management

REAFFIRMING Recommendation 17.13 on Women and Environment adopted by the General Assembly at its 17th Session;

WELCOMING the action of IUCN in introducing a programme on Women and Natural Resource Management;

CONSIDERING that women's lives, especially in developing countries, are closely linked with the state of natural resources and that women are a powerful force for ensuring natural resource conservation and sustainable development;

CONCERNED that no adequate analysis has yet been made of the division of labour between men and women and that the need to involve women and their skills and knowledge fully in decisions about managing the environment for sustainable development is still not widely recognized;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. ENDORSES the principles of the programme set out in Annex I of the draft IUCN Programme for 1991-1993;
2. CALLS UPON the Director General, within available resources, to:
  - a. continue to develop the Women and Natural Resource Management Programme, building upon a continuously expanding and improving knowledge base, seeking a broader funding base, and pursuing new initiatives, especially at regional and local levels;
  - b. strengthen the global network of advisers who can support and help expand the programme;
  - c. ensure that IUCN Regional and Country Offices are full partners in this programme and have the capacity to make appropriate contributions;
  - d. increase IUCN's knowledge of the roles, experience and action of women and men, in various categories (young/old, urban/rural, etc.), in natural resource management in different environments;
  - e. encourage and take advantage of research among relevant institutions to increase the understanding of women's roles in natural resource management and communicate the results through all available channels, particularly IUCN publications;
  - f. collaborate with other international agencies, including non-governmental organizations, which already give high priority to women in development;
3. URGES all governments and development agencies, and IUCN and its members, to act as catalytic agents in empowering women to play an effective role in natural resource conservation and sustainable development at all levels, by policies and programmes that provide them with the necessary information for understanding

development options, by enabling them to have the necessary control over natural resources, and by assisting them to strengthen their institutions and to acquire the appropriate technologies;

4. URGES the Director General, in the immediate future, to ensure that IUCN's objectives in developing its Women and Natural Resource Management Programme are reflected in the preparations for the United Nations Conference on Environment and Development (UNCED) and that the Conference gives due consideration to ways in which women can participate in deliberations about and be enabled to play an effective part in natural resource management.

### 18.19 Modifications to Private and Public Accounting Procedures

CONSIDERING that despite the general acceptance of Gross National Product (GNP) *per capita* as a good indicator of a country's level of development, and growth in GNP as an indicator of success, this approach is in many respects not comprehensive;

NOTING ESPECIALLY the paradox that repairing damage caused by pollution is counted as a positive contribution to GNP, implying that pollution itself benefits development;

CONCERNED ALSO that open-access resources such as high seas fisheries, and environmental assets such as biodiversity, are not correctly evaluated in current national accounting procedures;

RECOGNIZING that such assets as productive soils and ecosystems, clean air and pure water are valuable environmental assets for humanity, but are also neglected in national balance sheets and that the depreciation of this natural capital is not only unaccounted as a national loss but may actually be shown as a positive addition to GNP, while environmental rehabilitation costs and public health impacts are ignored as national liabilities;

CONCERNED that these deficiencies in accounting procedures make the planning of sustainable socio-economic development and wise use of the natural resources of the biosphere more difficult;

NOTING that many national accountants and environmental economists believe that it is premature to alter radically the UN System of National Accounts (SNA) to take account of environmental effects, and that an alternative set of "parallel" accounts should be developed as soon as practicable in the light of the extremely difficult conceptual and practical problems involved;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. URGES governments and inter-governmental organizations to cooperate urgently in the redefinition of the UN System of National Accounts (SNA) and incorporation of:
  - a. evaluation of natural resource assets and liabilities;
  - b. environmental costs and benefits;
2. PROPOSES that the sale price of natural resources should reflect the cost of environmental damage and rehabilitation;
3. REQUESTS the Director General and the relevant IUCN Commissions to cooperate as far as practicable with governments and inter-governmental organizations (notably the UN and OECD) in the development of accounting systems which deal more accurately with environmental parameters.

Trade, established in 1971 but never yet convened, be called into action to develop criteria with which to assess the environmental consequences of trade measures, and to move speedily thereafter to assure the use of these criteria in assessing the environmental impact of unfolding trade proposals;

- b. subject to availability of resources, to appoint a task force to examine work already underway within OECD and the UN, and to consult with these bodies to determine whether there are aspects of environmental and national resource issues related to trade where additional efforts by IUCN could complement such work, and to issue a report of its findings for use as a background document by the United Nations Conference on Environment and Development to be held in Brazil in June 1992.

## 18.20 Trade Agreements and Sustainable Development

RECOGNIZING that international trade agreements, including the General Agreement on Tariffs and Trade (GATT), which regulate most of the three trillion (million million) dollars a year in trade among nations, have a potentially significant impact on environmental protection and on the management of natural resources in developing and developed countries;

AWARE that individual nations are developing domestic policies for sustainability, and assuming that other nations are removing trade distortions and pursuing efficient pricing of natural resources;

RECOGNIZING that liberalization of international trade is an important component in achieving sustainable development;

REALIZING the urgent need for organizations such as GATT comprehensively to address environmental and natural resource concerns in the development and review of bilateral and multilateral trade agreements;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. URGES all governments to ensure that trade agreements take full account of environmental consequences;
2. CALLS upon the Director General:
  - a. to write to the GATT Secretariat and to all Contracting Parties to GATT urging them to request that the GATT Working Group on Environmental Measures and International

## 18.21 Environmental Standards of Companies Operating outside their Country of Primary Incorporation

NOTING the increasing emphasis within IUCN activities on integrating environment and development;

NOTING the priority action identified in the Draft World Conservation Strategy for the 1990s for the development of a "Foreign Policy for the Environment";

RECOGNIZING that activities such as exploitation of natural resources by companies outside their country of incorporation have had, and continue to have, major environmental and social repercussions, particularly for indigenous peoples, among notable examples being the Ok Tedi mine in Papua New Guinea and the Freeport mine in Irian Jaya;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. CALLS on governments, and especially State members of IUCN, to:
  - a. enquire into the environmental standards of companies that have major interests in, or ownership of, business outside their country of primary incorporation;
  - b. develop a "code of conduct" or "best practices" to guide the activities of these companies and to ensure that environmental practices are not at a lower standard than in their country of primary incorporation;

2. REQUESTS that IUCN, through its contributory role in UNCED, investigate the environmental and social implications of resource exploitation and of differing standards of environmental protection between countries, particularly in relation to the impact on indigenous peoples, and promote the development and adoption of an international "code of conduct" to guide companies operating outside their country of primary incorporation.

## 18.22 Global Climate Change

CONCERNED that the build-up of greenhouse gases is creating a risk of change in the earth's climate at a rate not seen in the last 10,000 years;

AWARE that the concentration of carbon dioxide has already increased substantially over the past century as a result of industrialization and growth in population and that the mean global surface temperature has increased by 0.3-0.6 degrees Celsius;

NOTING that the Inter-governmental Panel on Climate Change has predicted that—in the absence of any changes in behaviour—the mean global temperature is likely to increase by 1-2 degrees Celsius by 2030 and the sea level to rise 10-32 centimetres by the same date as a consequence of the increase of greenhouse gases;

GRAVELY CONCERNED that climate modifications of this magnitude could cause major disruption in the ecosystems of the planet, changing the conditions under which these ecosystems have evolved and forcing change at a rate faster than their component species can respond to through dispersal or other means;

AWARE that the flora and fauna of many protected areas in the world will be put under special stress and in some cases faced with extinction, and that species in many other places may face a similar fate;

CONCERNED about what these changes in climate and sea level will mean for human populations because of impacts on agriculture, natural ecosystems and water resources of coastal areas, and particularly the impact of sea level rise on low-lying, small island states and other low-lying coastal areas;

WELCOMING the offer of the United States Government to host, in February 1991, the first negotiating session for a Framework Convention on Climate Change;

WELCOMING the decisions and commitments of a number of developed countries to take actions aimed at stabilizing the emissions of carbon dioxide, or of

carbon dioxide and other greenhouse gases not controlled by the Montreal Protocol, by the year 2000;

DEPLORING the attitude of those countries which refuse to recognize the reality and severity of this problem;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

URGES the governments of the world and, in particular, of developed countries, to act decisively and with urgency to pursue common efforts to limit emissions of carbon dioxide and other greenhouse gases not controlled by the Montreal Protocol, and to reverse deforestation, and in particular CALLS FOR:

- a. all countries to begin negotiations on an effective Framework Convention on Climate Change, containing appropriate real commitments, to be ready for signing at the United Nations Conference on Environment and Development in Brazil in 1992;
- b. developed countries to give first attention to stabilizing levels of emissions and then reducing them;
- c. all developed countries to establish targets which will have the effect of limiting emissions of carbon dioxide and other greenhouse gases not controlled by the Montreal Protocol, and, in particular, to adopt a goal of reducing carbon dioxide emissions by at least 20 per cent by the year 2000;
- d. all countries to eliminate production and use of chlorofluorocarbons by the year 2000;
- e. all countries to adopt a goal of ending deforestation by 2010; and to develop a comprehensive approach to managing the world's forests to optimize biomass and resultant carbon storage without detriment to the maintenance of sustainable yields of forest products, biological diversity, water quality and the many other values that forests provide.

*Note: The target figures and timetables in operative sub-paragraph (c) were adopted by a majority vote and the recommendation was then adopted by consensus. The delegations of the State members Canada, Norway and the United States indicated that had there been a vote on the recommendation itself, they would have abstained due to their inability to accept these figures at the present time because of forthcoming governmental negotiations on these issues. The Saudi Arabian State member delegation indicated that they would have voted against, for similar reasons. The State member representative of Denmark, speaking on behalf of IUCN State members which are members of the European Community, explained that they too would have abstained because the European Community was already committed to a different target.*

## 18.23 Land Degradation

NOTING that there has been a dramatic increase over the past decade in the commitment of nations and the international community to the concept of sustainable development;

AWARE that it is now ten years since the publication of the World Conservation Strategy, that it is four years since the publication of the Report of the World Commission on Environment and Development, and that many countries have produced National Conservation Strategies;

RECOGNIZING that there is now widespread acceptance that conservation, sustainable development and the maintenance of habitats, genetic diversity and species cannot be accomplished only within the boundaries of formally designated protected areas but will depend heavily on appropriate measures outside those boundaries;

NOTING FURTHER that in most continents, land degradation, in its many facets, is one of the most important and serious threats to the attainment of sustainable development;

CONCERNED that land degradation is a major cause of deterioration of freshwater and marine environments;

REMARKING that many policy statements of a general nature have been made on the need to prevent land degradation, but that specific methods to allow landowners to measure land degradation have generally not been developed;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

STRONGLY RECOMMENDS to national governments, funding agencies, international land-use and conservation organizations as well as national and provincial land-use and conservation organizations that:

- a. greatly increased attention and funding be provided to the study of those land-use practices that contribute to land degradation and the development of practices that promote sustainable land-use;
- b. specific research be directed towards the identification and development of simple procedures and parameters by which land degradation can be identified and measured;
- c. education and extension programmes for landowners and users be developed at all levels of government;
- d. landowners and users be involved to the maximum extent practicable in these research, monitoring, education and extension programmes;

- e. fiscal and taxation measures be developed and applied to encourage and assist landowners and users to apply the results of the above activities.

## 18.24 Conservation of Wildlife through Wise Use as a Renewable Natural Resource

RECOGNIZING that use of wildlife may be consumptive or non-consumptive;

NOTING that some countries successfully conserve many species of their wildlife without using them consumptively, and that in many other countries the use of wildlife is necessary for the well-being of their people;

RECALLING that two fundamental aims of the World Conservation Strategy are to ensure the conservation of species and ecosystems for their intrinsic value and for the benefit of humankind;

ACKNOWLEDGING that the mission of IUCN is to provide leadership and promote a common approach for the world conservation movement in order to safeguard the integrity and diversity of the natural world, and to ensure that human use of natural resources is appropriate, sustainable and equitable;

RECOGNIZING that some wildlife conservation programmes provide for sustainable use;

CONSCIOUS of the complementary role provided by protected area management for wildlife conservation and the importance of such protected areas in maintaining biological diversity;

UNDERSTANDING that a country's lands (including its rivers, wetlands and territorial seas) are fundamental assets due to their potential for producing food and other natural products and that there are economic and humanitarian constraints on the extent to which they can be maintained as natural habitats;

RECOGNIZING that more effective mechanisms must be found that contribute towards the future economies of countries through wise use and conservation of their renewable natural resources;

CONCERNED that the decline of species and the loss of genetic diversity are often due to loss of suitable habitat and exploitation at levels that cannot be sustained;

BELIEVING that properly managed projects for the sustainable use of wildlife can enhance the conservation of wildlife populations and their ecosystems because of the economic and other benefits that such use provides;

NOTING that governments, IUCN members, development assistance agencies, and others are seeking guidance and assistance in the formulation of policies and the practical design and implementation of field projects on sustainable use of wildlife;

RECOGNIZING that the process of developing IUCN guidelines (including safeguards) for sustainable use of wildlife was initiated by a Workshop on Sustainable Utilization of Wildlife, held at this session of the General Assembly;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. AFFIRMS that ethical, wise and sustainable use of some wildlife can provide an alternative or supplementary means of productive land-use, and can be consistent with and encourage conservation, where such use is in accordance with adequate safeguards, namely:
  - a. sound, scientifically-based monitoring mechanisms to ensure that such use is maintained at levels which can be sustained by the wild populations without adversely affecting the species' role in the ecosystem or the ecosystem itself;
  - b. compliance with national and international legal obligations and policies;
  - c. provision for the protection of wild animals from avoidable cruelty and suffering;
  - d. conformity with the IUCN guidelines to be developed in accordance with sub-paragraph 5(a) below;
2. URGES all countries to:
  - a. establish an adequate system of protected areas as an adjunct to the development of sustainable wildlife use programmes to further ensure the conservation of the species involved in such programmes;
  - b. consider whether such sustainable use programmes based on IUCN guidelines, to be developed in accordance with sub-paragraph 5(a) below, would create economic and other incentives for the retention, rehabilitation and management of natural habitats and their biological assemblages outside such protected areas;
  - c. urgently review, where necessary and desirable, current programmes and practices involving the use of wildlife and modify them to ensure their sustainability and conformity with the IUCN guidelines to be developed in accordance with sub-paragraph 5(a) below;
3. RECOGNIZES that, consistent with national and international legal obligations and policies, trade in clearly identified products derived from properly managed sustainable use of wildlife

carried out in accordance with agreed guidelines and safeguards (as developed in accordance with sub-paragraph 5(a) below) can confer incentives that enhance the conservation of the species or population involved;

4. ENCOURAGES range states of shared populations of wildlife to cooperate in the conservation of such populations through international agreements;
5. REQUESTS the Director General to coordinate IUCN programme activities, in consultation with the Species Survival Commission and in collaboration with IUCN members, to:
  - a. develop guidelines based on scientific, socio-economic, and traditional knowledge, the principle of equitable allocation of resources and distribution of benefits, and on other criteria recommended by the Workshop on Sustainable Utilization of Wildlife, for consideration by the Council;
  - b. work to achieve the agreement of IUCN members to endorse and implement those guidelines;
  - c. undertake or sponsor field projects to research and test factors needed to ensure successful sustainable use of wildlife;
  - d. review as appropriate existing programmes and practices involving the use of wildlife and recommend modifications necessary in order to conform with the IUCN guidelines;
6. REQUESTS the Director General to investigate mechanisms to ensure, in so far as practicable, the equitable distribution of income and other benefits derived from the use of wildlife as set forth in this recommendation.

## 18.25 Methods for Capturing and/or Killing of Terrestrial or Semi-aquatic Wild Animals

RECOGNIZING that the sustainable use of wild animals for human benefit is in keeping with the World Conservation Strategy;

CONSIDERING that conservation implies a sense of caring, and concern for the welfare of wild animals that are killed or captured;

AWARE that certain capture systems are non-selective and may cause injuries or suffering of target as well as non-target animals, and are therefore undesirable;

RECALLING that the International Organization for Standardization (ISO) has established a Technical



Committee to develop international, scientifically-based trap standards that member State organizations should supplement with appropriate regulations;

NOTING that considerable research directed towards the perfection of more humane, practical trapping methods is in progress;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. UPHOLDS the sustainable use of wild animals for human benefit as in keeping with the World Conservation Strategy;
2. URGES that, when a wild animal is captured and/or killed, it is done in a sustainable and humane way, based on an understanding of the ecology of the species concerned, and without adverse consequences for the conservation of other species, the integrity of ecosystems or the achievement of other conservation objectives, which may include the strict protection of national parks;
3. ASSERTS that the conservation ethic demands that methods used to capture and/or kill wild animals must be as specific, immediate and humane as practicable, and that methods should:
  - a. be developed and applied to permit release without injury of non-target animals;
  - b. require that any capture device be regularly visited in order to release any non-target animal, and should avoid any unnecessary impairment of health and well-being which might result in premature death of such an animal;

4. WELCOMES the initiative of the International Organization for Standardization in providing a forum for the development of international, scientifically-based, humane trap standards and urges the broadest practicable international association with this work, especially involving participation from the developing countries;
5. URGES IUCN members to ensure that the most humane and selective techniques available are employed in the capture and/or killing of wild animals;
6. URGES IUCN State members to adopt regulations setting out specific humane trapping practices;
7. ADOPTS the goal of eliminating, as soon as practicable, the use of inhumane traps throughout the world;
8. PROPOSES that where a trapping method can clearly be replaced by a more humane one, assistance, including financial assistance and training, should be given in order to achieve a substitution, and that trap exchange programmes be encouraged for certain traps such as inhumane ones set on land on the basis that they are exchanged and destroyed.

*Note: All sections of this recommendation were adopted by consensus except for operative paragraph 8. A proposal by certain members to make specific mention in this paragraph of steel-jawed leghold traps set on land as inhumane and needing substitution was not carried. Operative paragraph 8 was subsequently adopted by a substantial majority.*

# Conservation of Biological Diversity

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## 18.26 Biodiversity Strategy Programme

CONSIDERING that the loss of biodiversity has reached crisis proportions and some scientists predict that if present trends continue up to 25 per cent of the world's species will be lost in the next several decades accompanied by equally significant and alarming degradation of habitats and ecosystems;

CONVINCED that this loss of biological diversity is impoverishing the world of its most fundamental capital stocks: its genes, species, habitats and ecosystems;

AFFIRMING that all species have a right to exist as stated by the United Nations General Assembly when it adopted the World Charter for Nature in 1982;

RECOGNIZING that the loss of the living richness of the planet is dangerous, because the environmental systems of the world support all life, and we do not know which are the key components in maintaining their essential functions;

AWARE that many existing initiatives by non-governmental, governmental, and inter-governmental institutions are critical elements in the response to the crisis but manifestly insufficient in magnitude or scope of coverage;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. WARMLY WELCOMES the Biodiversity Strategy Programme organized by IUCN, the United Nations Environment Programme (UNEP) and the World Resources Institute (WRI), and supports its goal of, *inter alia*, developing a Global Strategy and Decade Action Plan for Conserving Biological Diversity, and, together with the World Conservation Monitoring Centre (WCMC), a Status Report on the World's Biodiversity;
2. RECOGNIZES that the Biodiversity Strategy Programme is a critical initiative seeking to build upon the strength inherent in complementary goals and activities of the various biodiversity conservation programmes and initiatives being undertaken by the partner institutions in the Programme;

3. SUPPORTS the consultative process being used to develop the Biodiversity Conservation Strategy, which will present the views of all groups by seeking consensus where consensus may exist but by reflecting differences where they exist;
4. ACKNOWLEDGES the multiple benefits of the Programme, which targets high-level policy-makers while simultaneously disseminating its findings to NGOs and the grassroots through the same network that is being created to provide input into the Programme;
5. CALLS UPON all members of IUCN to participate in the development of the Biodiversity Strategy, Decade Action Plan and Status Report;
6. CALLS UPON all members of IUCN to participate in the implementation of the recommendations of the Decade Action Plan;
7. URGES all members of IUCN to contribute information to the Status Report on the World's Biodiversity;
8. CALLS UPON the Director General to ensure that, within available resources, all IUCN Commissions and Programmes can contribute to the Biodiversity Strategy Programme;
9. DRAWS ATTENTION to Recommendation 18.28 of the General Assembly and CALLS UPON all members of IUCN to contribute positively to the development of a Global Convention on the Conservation of Biological Diversity.

## 18.27 Protection of Biological Diversity in National Parks and other Protected Areas

RECALLING that national parks and other protected areas serve a wide range of purposes, as recognized by IUCN through the work of the Commission on National Parks and Protected Areas;

AWARE, however, that the existing national parks and other protected areas are often poorly representative of native biotas and ecosystems;

CONCERNED that opportunities to protect biological diversity are being rapidly diminished by global development;

RECOGNIZING AND SUPPORTING existing efforts to protect biological diversity;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. EMPHASIZES that the protection of biological diversity, including species and habitat richness, representativeness and scarcity, is a fundamental principle for the identification, management and public enjoyment of national parks and other protected areas;
2. CALLS UPON national governments, state governments, international agencies and the non-governmental community to establish and support the principle, implementation and practice of the protection of biological diversity as a prime reason for the establishment, maintenance and expansion of systems of national parks and other protected areas.

## 18.28 Convention on the Conservation of Biological Diversity

RECOGNIZING the valuable work carried out for over 40 years by IUCN in promoting the conservation of the world's biological diversity;

RECOGNIZING the substantial progress that has been made by the IUCN Law Programme in promoting the conclusion of a Convention on the Conservation of Biological Diversity and in drafting Articles towards this end in pursuance of Resolution 16.24 adopted by the 16th Session of the IUCN General Assembly;

COMMENDING the Governing Council of the United Nations Environment Programme (UNEP) for formally recognizing and re-emphasizing in its decisions 14/26 and 15/34 the need for concerted international action to protect biological diversity on earth by, *inter alia*, the implementation of existing legal instruments and agreements in a coordinated and effective way and the adoption of a further appropriate international legal instrument;

NOTING the progress made by UNEP through the sessions of the *Ad Hoc* Working Group of Experts on Biological Diversity in September 1989, February 1990, July 1990 and November 1990;

CONSIDERING ALSO the close contacts between IUCN and UNEP, particularly within the framework of the Ecosystem Conservation Group (UNEP, FAO, UNESCO, IUCN, World Bank and WWF);

CONVINCED of the urgency of successful international action to conserve the world's diminishing biological resources at the United Nations Conference on Environment and Development (UNCED), to be held in Brazil in June 1992, and in achieving results in the field;

CONCERNED to ensure that a fully effective and comprehensive legal instrument is developed and can be implemented immediately upon conclusion;

CONCERNED ALSO that the process of negotiating a practical and effective legal instrument should not be compromised by the imposition of unrealistic time-tables for conclusion, while recognizing the urgent need for a convention on biological diversity;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. CALLS UPON all present and future negotiating parties, international agencies and other bodies responsible for and involved in the negotiating process to ensure that every effort is made to devise an effective and comprehensive international legal instrument for the conservation of the world's biological diversity, which will be capable of effective implementation at the time of its entry into force;
2. FURTHER CALLS UPON the above parties to schedule a realistic negotiating process that both takes into account the likely quality and effectiveness of the final legal product, and the abilities, in terms of resources, of less developed countries to attend such negotiating sessions;
3. URGES negotiating parties to ensure that primary efforts in developing the Convention are directed towards fully comprehensive conservation of biological diversity and that the primary focus is on wild genetic resources and the conservation of biological diversity *in situ*;
4. RECOMMENDS that particular attention be given to the clause that will take fully into account the need to conserve marine biological diversity and ecosystems, including coastal zone diversity, and to ensure that provisions integrate fully with the United Nations Convention on the Law of the Sea;
5. FURTHER URGES the negotiating parties to direct particularly strong and urgent efforts towards developing sound and adequate funding mechanisms needed to permit the successful global implementation of the Convention, especially to favour less developed nations where the bulk of the world's biological diversity exists, and to whom resources must be primarily and equitably directed;

6. REQUESTS UNEP, the other members of the Ecosystem Conservation Group, and the negotiating parties to utilize IUCN expertise fully during the negotiation process and to use the draft Articles prepared by IUCN to the maximum extent possible;
7. REQUESTS the Director General to ensure that IUCN continues the work it has already begun for the conservation of biological diversity, in contact with UNEP and the other international organizations concerned;
8. ALSO REQUESTS the Director General to continue to monitor and to contribute to the negotiation of the proposed Convention, and liaise on this subject with the Secretariats of UNEP and UNCED with a view to promoting vigorous action;
9. RECOMMENDS that the Director General consider the possibility of providing the Secretariat for the future Convention, especially as regards its scientific aspects and those related to the conservation of biological diversity and sustainable development.

# Conservation of Forests

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## 18.29 Tropical Forest Alteration and Species Extinctions

RECOGNIZING that recent estimates by the Food and Agriculture Organization of the United Nations show that rates of deforestation in the tropics are at least 50 per cent higher than had previously been thought and that there is also an increase in areas of primary forest being utilized for timber;

RECOGNIZING that all forest alteration leads to local extinction and genetic erosion of species;

NOTING that tropical forests are generally acknowledged to be the most species-rich environment on earth;

NOTING WITH APPRECIATION the conclusions and recommendations of the workshop on Tropical Deforestation Rates and their Implications for Species Extinction, held at the present General Assembly;

CONCERNED that the rate of acquisition of new national parks and equivalent totally protected areas has declined, that less than 5 per cent of tropical moist forests are included in such areas and that this is inadequate to conserve the full range of biological diversity of tropical forests;

FURTHER CONCERNED that past estimates of species loss from tropical deforestation have been based upon simple species-area relationships and that these may underestimate the problem by failing to take account of patterns of forest loss and particularly the risks associated with forest fragmentation;

AWARE that by optimally locating protected areas in regions of high species diversity and endemism the value of these areas for species conservation can be greatly enhanced;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. CALLS UPON all nations concerned with the impact of tropical forest loss or change on species richness and diversity to:
  - a. urgently undertake surveys to identify additional sites of critical importance for conservation of biological diversity due to the endemism, representivity, richness or scarcity

of their species, and wherever possible accord total protection to these sites;

- b. relocate harvesting from primary forests to secondary forests and to tree plantations in previously deforested areas or, where this is not possible, work towards the development and introduction of forest harvesting systems which favour natural species diversity;
  - c. manage the national forest estate so as to optimize the conservation of natural species diversity by appropriate use of managed forests to buffer totally protected areas and provide corridors to link them;
2. RECOMMENDS nations whose tropical forests are already severely depleted, or whose tropical forest areas were never large, to protect and maintain all forest remnants in the interests of conserving their heritage of wild species;
3. URGES the industrialized nations to support the efforts of nations to conserve their tropical forests, through appropriate development aid and measures to decrease the foreign debts and improve the trade relations of these countries;
4. REQUESTS the Director General of IUCN to support, within the resources available, as well as through contacts with members and potential sources of funding, those nations and organizations striving to achieve development objectives in harmony with the maintenance of the biological diversity of tropical forests.

## 18.30 Legal Instruments for the Conservation of Forests

CONSIDERING the outstanding biological, ecological, climatological, economic, social and cultural values of forests worldwide;

CONSIDERING the great and increasing pressures on all types of forests and especially on the rapidly diminishing areas of natural forests in tropical regions;

CONCERNED that forest habitat is being destroyed and degraded in all parts of the world;

REFERRING to a worldwide review by the International Tropical Timber Organization (ITTO), which concludes that only one million hectares of tropical forest is at present sustainably managed for timber on an operational scale, and to evidence from IUCN that the rate of designation of new protected areas has severely declined in the last five years;

CONSIDERING that the full potential range of social, environmental and economic benefits can only be sustained if the conservation of biological diversity is given high priority and effected by implementing a full range of protective measures;

CONVINCED that the successful sustainable management of tropical forest requires scrupulous attention to the conservation of biological diversity and must involve indigenous people and NGOs in its planning and implementation;

RECOGNIZING that the maintenance of biodiversity requires the protection of complete series of protected areas and remaining intact forests;

CONCERNED about the effect that the exploitation, degradation and destruction of forests have on the welfare of local people;

RECOGNIZING that all forest, if well and sustainably managed, can contribute continuously into the future a wide range of valuable products and services, including timber and many other forest products;

CONSIDERING that the harvesting of these products, if undertaken with appropriate social and ecological care, can make a considerable and sustainable contribution to the economies of the countries concerned and to the welfare and employment of local communities;

RECOGNIZING that appropriate measures to slow down the rate of deforestation, to protect forest ecosystems and to improve forest management will have many significant benefits such as preserving biodiversity and other natural resources, combating soil erosion and desertification, preserving cultures that depend on forests, protecting watersheds and coastal ecosystems, reducing carbon dioxide emissions and enhancing the role of forests as sinks for carbon dioxide;

NOTING that, while it is estimated that deforestation contributes approximately 18 per cent to emissions of carbon dioxide, fossil fuel usage contributes approximately 80 per cent.

CONVINCED that there must, therefore, be a linkage between measures taken to increase the role of forests as a carbon sink and measures directed towards reducing industrial emissions;

CONSIDERING that it is essential that any international agreements should be aimed at the protection and sustainable management of *all* forests (boreal, temperate, mediterranean, subtropical and

tropical) and should recognize linkages between the many sectors affecting forests (energy, agriculture, pollution, population, indigenous rights, trade, debt and economics);

NOTING ALSO that increasing forest area by afforestation and reforestation is one of the few proven ways effectively to increase the take-up of atmospheric carbon dioxide by the biosphere, but that afforestation must be undertaken in ways and in places that are socially and environmentally sound;

RECOGNIZING that there are a number of existing or projected legal instruments that address different aspects of this problem, namely: the International Tropical Timber Agreement, which must be renegotiated in 1992; the ongoing processes of negotiation of the Biodiversity Convention; the proposed general forest agreement or convention; and the proposed forest protocol within the Framework Convention on Climate Change;

CONCERNED that a proliferation of different legal instruments may lead to duplication and overlap, and to overloading the capacities of certain States;

BEING AWARE of the work currently underway, for consideration by the second substantive session of the Preparatory Committee for the 1992 United Nations Conference on Environment and Development (UNCED), on different options for the coordination of national, regional and international action on forests in consultation with relevant governmental and non-governmental organizations;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. REQUESTS the Director General to promote and support the work currently underway by the UNCED Secretariat on options for the protection and sustainable management of boreal, temperate, mediterranean, subtropical and tropical forest ecosystems, which should have as their major objectives:
  - a. the conservation of biological diversity contained in and supported by those forests;
  - b. extension and natural regeneration of forest areas;
  - c. the sustainable, diversified and ecologically sound use of forests;
  - d. the institutionalization of the involvement of indigenous peoples and NGOs in the planning and implementation of forest management;
  - e. assistance to developing countries including the transfer of technologies and skills;
2. URGES State members to negotiate, at the earliest possible time, protocols to a Framework Convention on Climate Change, on the subjects of forest protection and the reduction of emissions of those greenhouse gases not controlled by the Montreal

Protocol, and FURTHER URGES non-governmental members to support the process;

3. URGES State members to ensure that in any development of these protocols, the preparation of other international legal instruments in this broad field should be taken into account;
4. FURTHER URGES State members in their negotiations on the Biodiversity Convention to take into full consideration the importance of conservation and sustainable utilization of forests;
5. URGES the Secretary-General of UNCED to speed up the process within the Preparatory Committee for defining the relationships between the different initiatives and proposed international legal instruments;
6. URGES the members of IUCN, once the relationships are clarified, to cooperate fully in developing the legal instruments necessary to address all the above concerns and priorities.

*Note: This recommendation was adopted by majority vote. The delegations of the State members Canada and the United States indicated that they had voted against the recommendation because of their inability to accept operative paragraph 2. While supporting the principles underlying the suggested protocols, the State member Canada felt that these principles could be better expressed in the form of a separate international convention on forests. In a statement submitted for the record, the United States noted that it is nevertheless committed to full participation in the process of negotiating the broad series of measures required to protect and conserve the forests of the world.*

### 18.31 Tropical Forestry Action Plan

CONCERNED that global rates of tropical deforestation have reached between 16 and 20 million hectares per year, nearly double the rate of loss estimated in 1980;

AWARE that the present rate and pattern of loss will rapidly lead to the complete disappearance of all unprotected areas of tropical forests in some regions of extreme importance for conservation;

CONCERNED that a 1988 study commissioned for the International Tropical Timber Organization (ITTO) concluded that only about one million hectares of tropical forest was demonstrably managed successfully for a sustainable yield of timber but that the reasons for this failure were mainly institutional and socio-economic and could in many cases be removed if a true commitment were made to achieving good forest management;

NOTING that a primary aim of the Tropical Forestry Action Plan (TFAP), initiated in 1985, has been to slow tropical deforestation but that in June 1990 the world's leading economic powers explicitly resolved that the "Tropical Forestry Action Plan must be reformed and strengthened, placing more emphasis on forest conservation and protection of biological diversity";

GRAVELY CONCERNED that a 1990 study of indigenous peoples and TFAP carried out by the World Resources Institute concluded that "without major revisions ... the plan may contribute to cultural destruction";

CONCERNED that access to information and consultation with the public under TFAP has been inadequate both internationally and at the country level, in spite of the intention of the Plan's framers to create a "bottom-up" participatory process in the design and planning of national TFAPs;

RECOGNIZING that the 1990 independent review of TFAP commissioned by FAO concluded that "most national plans ... simply justify increased investment in the forestry sector—a focus too narrow to adequately address the root causes of deforestation much less to affect them significantly" and that "the TFAP should not encourage logging of remaining natural forests until a management system is in place and has been demonstrated to be both feasible and responsive to the needs and concerns of local communities";

DISTURBED that a 1990 study by the World Rain-forest Movement indicated that logging and rates of deforestation would probably increase as a result of implementation of the national TFAPs in six out of the nine countries for which plans had been prepared by that date;

AWARE that badly conducted commercial logging may destroy or damage up to two-thirds of the non-marketable trees in any area of logging, may destroy young individuals of economic tree species precluding a full regeneration of the forest, and may contribute to the decline in economic value of forested land after the removal of the most valuable trees;

GRAVELY CONCERNED that FAO has estimated that 70 per cent of forest cleared for agriculture is in areas rendered accessible by logging roads;

RECOGNIZING that in April 1990 over 50 international environmental organizations called for a moratorium on international funding for TFAP in its current form, and that in August 1990 over 20 international environmental organizations urged the World Bank to cease financing of projects that would result in increased logging in previously unlogged tropical forests;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. URGES the governments and institutions participating in TFAP to use it as an instrument to promote the wise use of all tropical forest lands in accordance with the principles of the World Conservation Strategy, giving special attention to meeting the needs and aspirations of forest-dwelling peoples and to conserving the full range of biological diversity, and in particular to ensure that, within the framework of TFAP:
  - a. adequate social surveys document current uses of, and traditional rights to, tropical forest lands and that measures are taken to ensure that these are not abused in projects to develop industrial uses of the forest;
  - b. comprehensive economic analyses examine the potential gains from all alternative forms of forest development and in particular establish the relative benefits of the commercial mining of timber as opposed to community-based forest management systems based upon non-timber forest products;
  - c. national parks and equivalent reserves are designated and that these are appropriately located and sufficiently extensive to protect representative examples of all forest types and the full range of biological diversity of the country or region;
  - d. international support is provided to ensure adequate levels of management for the protected area system;
  - e. plans for managed natural forests provide for the sustainability of all forest values. Such plans must include measures to protect the interests of local people affected by the Plan as well as requiring the application of the ITTO Guidelines in both logging and silvicultural treatments so as to maintain environmental values and protect the diversity of wild flora and fauna. The capacity of the forest management authority must be sufficient to give reasonable expectation that these plans will be respected;
  - f. logging, road construction or related infrastructure are not developed in previously unlogged primary tropical forests, unless there is reasonable certainty that this will not result in logging which fails to achieve the goals of sub-paragraph (e) or unplanned occupation of forest lands;
2. RESOLVES that the enormous worldwide concern for, and greatly increased aid flows to, tropical forest conservation require that an effective mechanism be put in place to coordinate aid and ensure that it genuinely addresses the complex social and ecological constraints to achieving wise use of tropical forest lands;
3. STRONGLY ENDORSES the recommendation of the independent review committee that the TFAP

process should be strengthened at the country level;

4. STRESSES that TFAP exercises should complement and not duplicate other conservation planning activities such as National Conservation Strategies and Environmental Action Plans and should wherever possible be fully integrated with national land-use and development planning programmes;
5. URGES IUCN to join the governmental and inter-governmental institutions participating in TFAP in the follow-up meetings related to the reform process and in the development of mechanisms such as the proposed international steering committee or consultative group;
6. FURTHER URGES IUCN to develop strategies for its participation at the national and international level in projects contributing to the implementation of a reformed TFAP and to ensure that concerns of its members are injected therein.

### 18.32 International Tropical Timber Agreement

RECALLING that the International Tropical Timber Agreement (ITTA) was the subject of Recommendation 17.40 of the 17th Session of the General Assembly;

CONVINCED that a sustainable international trade in forest products should be part of a global strategy for the maintenance of forest resources, and that forests used for timber production must be integrated with a network of fully protected areas;

CONCERNED that a report commissioned by the International Tropical Timber Organization (ITTO) concluded that less than one per cent of lands used for timber production in ITTO producer nations is under sustainable forms of management;

RECOGNIZING that at its 8th Council Session in Denpasar, Bali, ITTO responded to this analysis by setting a target date of the year 2000 by which all tropical timber traded internationally should come from sustainably managed forests;

COMMENDING the decision by ITTO at its 8th Council Session to adopt an international reference standard for guidelines on best practice to achieve forest management;

WELCOMING ITTO's encouragement of all its member States to develop and implement national guidelines based on this reference standard;

NOTING that ITTO producer countries have expressed their willingness to move towards sustainable forest management, but have called for increased



international support for their efforts, notably in the form of increased prices for timber exports, further domestic processing facilities, and increased international development assistance for forest conservation;

WELCOMING the adoption by ITTO at its 9th Council Session of a comprehensive Action Plan centred on the Organization's unique role as an international forum for the development of policies for the widespread implementation of sustainable forest management;

RECALLING the recommendations made at the IUCN/ITTO workshop on Realistic Strategies for Tropical Forests, held during the course of this General Assembly;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. CONGRATULATES ITTO and its producer member nations on their farsightedness in analysing the state of management of their tropical forests and seeking to implement corrective measures;
2. URGES timber-producing members of ITTO to develop and implement national guidelines for sustainable management as a matter of urgent priority, with maximum reliance on the use of secondary rather than primary forests and on appropriate plantation development, with a view to achieving the target of a sustainable international trade in timber even before the year 2000;
3. CALLS UPON all States Parties to the ITTA to develop a comprehensive package of measures,

including protocols for systems of certification, monitoring, management guidelines and the necessary financial support for their implementation, to make trade in tropical timber conditional on:

- a. the implementation of sustainable forest management;
  - b. the full and informed consent of the traditional forest owners and dwellers in the areas concerned;
4. COMMENDS the draft Guidelines for Biodiversity Conservation in Production Forests and the suggested Biodiversity Strategy for ITTO developed in the IUCN/ITTO workshop as important contributions to an ITTO strategy for maximizing the conservation potential of forests managed for timber production;
  5. CALLS UPON ITTO to integrate the interests of traditional forest owners and dwellers in all relevant aspects of its activities;
  6. COMMENDS the decision of ITTO at its 9th Council Session to reform its Project Cycle and urges ITTO to develop a comprehensive process for screening, monitoring and evaluating ITTO projects, with particular attention to their environmental and social impacts;
  7. URGES ITTO to take its place as a world leader in the conservation of tropical forests by concentrating its activities on the interface between the dual imperatives of conservation of biodiversity and the maintenance of the forests' potential for the production of timber and other products.

# Marine Conservation

## 18.33 Training of Coastal and Marine Environment Managers

RECOGNIZING that IUCN established a policy for the creation of a global representative system of marine protected areas by Recommendation 17.38 of the 17th Session of the General Assembly;

AWARE that the creation of marine protected areas and other measures for the protection of representative areas of coastal and marine environments have little value unless those areas are managed and measures enforced in perpetuity;

FURTHER AWARE that marine environmental management requires practical people with special skills;

CONCERNED that few programmes have been developed and implemented anywhere to establish and maintain appropriate training systems to impart the special range of skills required for marine environmental management;

RECOGNIZING AND SUPPORTING existing programmes for training marine scientists including those of the Marine Science Programme of UNESCO, the Inter Governmental Oceanographic Commission, the Scientific Committee on Oceanic Research, and national programmes;

RECOGNIZING that some training initiatives have been incorporated into programmes of the UNEP Ocean and Coastal Areas Programme Activity Centre;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. CALLS upon national governments, international agencies and the non-governmental community concerned with uses of the marine environment and resources to:
  - a. implement integrated training strategies to assist managers to achieve the protection of the coastal and marine environments of the world, through the provision of expertise in training, management, surveillance, monitoring, enforcement and maintenance at levels appropriate for the full range of objectives of marine conservation and marine protected areas;

- b. establish and support networks whereby marine conservation managers and trainers are able to share expertise and provide mutual support in staff training;
  - c. establish logistic and financial arrangements for marine conservation, to provide effective initial and follow-up training for management staff;
2. FURTHER RECOMMENDS to all governments and to FAO, UNEP, UNESCO, the International Maritime Organization (IMO), the Inter Governmental Oceanographic Commission (IOC) and other appropriate organizations that:
  - a. the following goal be adopted:

“To ensure that marine protected areas and conservation schemes for the protection of coastal and marine environments are managed by expert staff trained in the range of specialist skills required for those tasks”;
  - b. to achieve this goal, government coastal and marine organizations should commit one per cent of their salary budgets, as an absolute minimum;
  - c. as an integral and ongoing part of marine conservation and management, each national government and the international community should establish cooperative action to provide facilities and programmes for initial and ongoing training of marine conservation staff;
  - d. the training programme should have the following objectives:
    - i. to ensure that those responsible for policy advice and the supervision of management of marine conservation schemes are aware of:
      - the nature of marine systems;
      - the nature of human use and impacts upon those systems;
      - techniques for planning and management;
      - the legal and technical requirements for enforcement of legislation;
      - the technical requirements for supervision of monitoring programmes;

- the technical requirements for supervision of programmes for education and public contact;
  - the technical requirements for use and maintenance of equipment;
- ii. to ensure that those engaged in supervising the activities of field staff are aware of:
- the nature of marine systems;
  - the nature of human use and impacts upon those systems;
- and have sufficient detailed knowledge to:
- programme the tasks of field management staff;
  - participate in and supervise staff in public contact and education about marine environment management;
  - supervise surveillance and enforcement of regulations;
  - supervise the conduct of standard monitoring procedures;
  - supervise acquisition, proper use and maintenance of equipment required for management;
  - ensure that the field management staff understand the purpose of management and acquire, apply and develop the basic skills to carry out the tasks which they are assigned;
- iii. to ensure that field staff have sufficient detailed knowledge to:
- explain to users the purpose of management and regulations;
  - observe and report use of the managed area and infringements of regulations;
  - take action to enforce regulations;
  - operate equipment competently and safely;
  - support planning and monitoring projects;
  - conduct or support emergency actions in the event of threats to the environment, human life or safety.

### **18.34 Cetacean Conservation and the International Whaling Commission Moratorium**

RECALLING IUCN's long-standing support for a worldwide moratorium on commercial whaling as

expressed in the 1980 World Conservation Strategy and in various resolutions of the General Assembly;

DEPLORING that, although the International Whaling Commission (IWC) moratorium on commercial whaling has been in force since April 1986, whaling has continued under programmes of scientific research, the lethal aspects of which have failed to meet all of the IWC's scientific criteria;

NOTING that in its required review in 1990 on the effects of the moratorium on whale stocks, the IWC's Scientific Committee concluded that these effects could not be assessed because the slow growth rate of whale populations meant that there was no possibility that there had been a substantial change in the whale numbers since the moratorium came into effect, and that under present monitoring methods it is only possible to detect major changes in abundance;

AWARE that while the IWC expects to have received from its Scientific Committee by May 1991 agreed technical details of a possible revised management procedure, consideration of the legal and practical implementation of any such procedure, including the overdue improvement of national inspection and international observer arrangements, has not yet begun;

FURTHER AWARE that the objectives defined by the IWC for such a revised procedure do not take fully into account the conditions included in the World Conservation Strategy that no commercial whaling should be resumed until the consequences for the ecosystems concerned of removing large portions of the whales' populations, and such populations' capacity for recovery, can be predicted;

NOTING the critical necessity of taking into account, in addition to other scientific advice, assessment of potential risks to cetaceans resulting from oceanic environmental degradation, including such increasing threats as pollution, loss of habitat, shipping, oil and gas exploration, and the use of oceanic pelagic driftnets and other relatively unselective fishing techniques;

RECALLING that at its 42nd Annual Meeting, in July 1990, the IWC adopted a resolution concluding that the present Japanese research programme involving the killing of whales is not structured so as to contribute information essential to the rational management of these stocks;

RECALLING ALSO that at its 42nd Annual Meeting, the IWC adopted a resolution concluding that the present Norwegian scientific research programme involving the killing of whales is not adequately structured so as to contribute to or materially facilitate the completion of IWC's Comprehensive Assessment of Whale Stocks, nor to address critically important research needs;

NOTING WITH REGRET that, notwithstanding the aforementioned IWC resolutions as well as Recommendation 17.46 of the 17th General Assembly (1988),

expressing concern that continuation of whaling under special permits contrary to IWC recommendations reduces the effectiveness of the IWC in providing for the conservation of whale stocks worldwide, the Japanese and Norwegian programmes of such whaling are continuing and may be expanded;

AWARE that the UNEP Global Plan of Action for the Conservation, Management and Utilization of Marine Mammals, which was formally adopted in 1984 and which has been endorsed by IUCN, includes as a basic long-term objective, "Ensuring that any exploitative or low-consumptive use of marine mammal populations is conducted in a humane manner and with the minimum disruptive effect on the populations";

SHARING the concerns of IWC Member States, as expressed in reports of the IWC's Humane Killing Working Group, over the need for developing humane killing methods to avoid excess cruelty in any taking of cetaceans;

RECALLING that the designation of the Indian Ocean as a whale sanctuary, as decided by the IWC in 1979 initially for a period of ten years, was in 1989 extended provisionally for a further three years pending conclusion of the development of a revised management procedure;

BEING COGNIZANT that powerful moral and ethical questions have been raised globally regarding the killing of whales for profit;

RECALLING the belief affirmed in Resolution 15.19 of the 15th General Assembly (1981) on Large and Small Cetaceans that the majority of nations now hold the view that for scientific, ecological and aesthetic reasons, whales should no longer be killed for industry;

AWARE that the Governments of Iceland and Norway are pressing for the immediate resumption of commercial whaling of some stocks;

DEPLORING that some States announced at the 1990 IWC meeting that they will consider withdrawing from the IWC and resuming whaling outside its jurisdiction if the IWC does not establish commercial catch limits on some stocks at its 1991 Annual Meeting;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. CALLS on the IWC, taking into account all of the above factors, to maintain the existing moratorium on the commercial killing of all whale stocks indefinitely;
2. CALLS on the Governments of Norway and the Soviet Union to withdraw their objections to the moratorium decision, and on the Governments of Brazil, Japan, Norway, Peru, St Vincent and the Grenadines, and the Soviet Union to withdraw

their reservations to the CITES Appendix 1 listing of cetacean species;

3. URGES the Governments of Japan and Norway to terminate those aspects of their present programmes of research that involve the killing of whales;
4. STRESSES the need for continuation and expansion of non-lethal research on living whales under the auspices of the IWC;
5. CALLS on the IWC to support an indefinite continuation of the Indian Ocean Whale Sanctuary and consider widening its boundaries to include the full migratory ranges of the whale species and populations within it;
6. CALLS FURTHER for the IWC to consider the creation of other sanctuaries within a comprehensive system for the conservation of whales;
7. URGES the IWC to report to the 1992 United Nations Conference on Environment and Development on the progress it has made in ensuring the conservation of whale stocks, in the light of the resolution adopted at the 1972 UN Conference on the Human Environment, which called for an immediate 10-year moratorium on commercial whaling.

*Note: This recommendation was adopted by consensus. The Denmark State member delegation indicated that had there been a vote, the delegation would have abstained, because the Danish Government had not taken any position on the content of operative paragraph 1, nor to the effect that the principle of sustainable utilization should not apply to whale stocks. The Norway State member delegation said that their delegation would have voted against the recommendation.*

## 18.35 Protection of Small Cetaceans

NOTING with grave concern the extent and seriousness of the problems faced by small cetaceans in particular, as outlined in *Dolphins, Porpoises, and Whales: An Action Plan for the Conservation of Biological Diversity, 1988-1992*, prepared by the Cetacean Specialist Group of the IUCN Species Survival Commission (SSC);

AWARE that many of the over 60 species of dolphins, porpoises and whales known as small cetaceans are subject to a variety of threats around the world;

NOTING that small cetaceans and other marine animals are threatened by various problems, including entanglement in fishing gear used by local fisheries, habitat destruction, and pollution;

CONSCIOUS that many of the threats are the result, directly or indirectly, of exploitation of fish stocks by large-scale commercial and industrial fisheries and direct hunts;

CONCERNED by the recent escalation in the hunting of small cetaceans globally, and by the continuing mortality of dolphins resulting from deliberate encirclement by yellowfin tuna purse-seine fleets in the eastern tropical Pacific Ocean, and from the use of large-scale high seas driftnets;

RECALLING the large-scale die-offs of bottlenose dolphins along the U.S. east coast in 1987 and 1988, and in the Gulf of Mexico in 1990, and of striped dolphins in the Mediterranean in 1990;

AWARE that local populations of some species are believed to be under threat as a result of human activities;

CONCERNED that at least three species—the vaquita (*Phocoena sinus*), baiji (*Lipotes vexillifer*), and the Indus River dolphin (*Platanista minor*)—are considered close to extinction;

APPRECIATING the concern regarding the status of small cetaceans expressed in resolutions adopted by the 42nd Annual Meeting of the International Whaling Commission (IWC) in July 1990;

RECOGNIZING that small cetaceans also are a concern of several regional conventions, in recognition of the threats that they face;

AWARE nonetheless that there is no single body presently providing international protection to all species of small cetaceans;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. URGES that the recommended conservation actions and projects outlined in the aforementioned SSC Action Plan for 1988-1992 be implemented and funded as fully as possible, with the highest priority being given to projects in the plan relating to species or populations at risk of imminent extinction;
2. COMMENDS the IWC for the practical steps undertaken at its 42nd Annual Meeting requesting its Scientific Committee to commence a process of drawing together all available relevant information on the present status of the stocks of small cetaceans which are subjected to significant directed and incidental takes and on the impact of those takes on the stocks, and of providing an assessment of the present threats to the stocks concerned;
3. COMMENDS ALSO the efforts of the United Nations Environment Programme, the Convention for the Conservation of Migratory Species of Wild Animals, the Convention for the Conservation of European Wildlife and Habitats, the North Sea Ministers' Conference, and the Inter-American

Tropical Tuna Commission for steps they have taken, and are continuing to take, towards protecting small cetacean populations as appropriate according to their jurisdiction;

4. REPEATS ITS ENDORSEMENT, in Recommendation 18.36, of the United Nations General Assembly Resolution 44/225 concerning large-scale pelagic driftnet fishing and again urges all members of the international community fully to implement its provisions at the latest by 30 June 1992;
5. CALLS UPON the Government of Japan to fully implement the Resolution adopted by the 42nd Annual Meeting of the IWC, and to follow the urgent advice from the IWC Scientific Committee, to immediately reduce the takes of Dall's porpoises (*Phocoenoides dalli*) at least to the pre-1986 levels of approximately 10,000 animals per year, and to consider even further reductions when planned new stock assessments are completed;
6. CALLS UPON all States to eliminate direct commercial kills of small cetaceans conducted in their waters or by their vessels; while recognizing aboriginal rights for subsistence and cultural purposes consistent with conservation;
7. SUPPORTS additional actions to end the use of destructive fishing gear and practices which may cause large-scale mortality of small cetaceans;
8. URGES the IWC to utilize the expertise of its Scientific Committee in relation to small cetaceans, to urgently consider its recommendations, and, on the basis thereof, to take appropriate action through resolutions and/or schedule provisions where needed to assure protection for small cetaceans;
9. URGES States and other management bodies concerned with small cetaceans to cooperate with the Scientific Committee of the IWC and to take appropriate actions based on its findings;
10. URGES that further efforts be made towards the development and implementation, at the earliest opportunity, of a comprehensive system of measures for the worldwide conservation of all cetacean species, covering direct hunting while recognizing aboriginal subsistence and cultural rights, habitat destruction and pollution, fisheries interactions, and other threats cetaceans may face.

### 18.36 Large-scale Pelagic Driftnet Fishing

AWARE of the growing concern on the part of the international community at the impact on the living

marine environment of large-scale pelagic driftnets;

MINDFUL that the use of large-scale pelagic driftnets on the world's oceans and seas can be a highly destructive, unselective and wasteful fishing practice which threatens the effective conservation of living marine resources;

CONCERNED that in addition to targetted species of fish, such large-scale pelagic driftnets, both in active use and when lost and discarded, entangle and kill non-targetted species such as highly migratory and anadromous species of fish, marine mammals, turtles and birds, including endangered and protected species;

FURTHER CONCERNED that large-scale driftnet fishing threatens the viability of commercially and ecologically important targetted fish stocks;

NOTING WITH CONCERN the significant increase in the use of large-scale pelagic driftnets by fishing vessels in recent years and the impact of this fishing method on the living marine resources of the Pacific Ocean, the Indian Ocean, the Mediterranean Sea, the Atlantic Ocean and other areas of the high seas;

CONSCIOUS of the growing opposition of the international community to the continuation of this fishing practice, as shown in commitments by international leaders;

NOTING the adoption by South Pacific Heads of Government of the Tarawa Declaration on 11 July 1989, which called for the cessation of large-scale pelagic driftnet fishing in the South Pacific and the implementation of effective management programmes, and their subsequent reaffirmation of it in the Communiqué of the 21st South Pacific Forum held in Vanuatu in July 1990;

NOTING ALSO the resolutions adopted by the 29th and 30th Sessions of the South Pacific Conference held respectively in Guam in October 1989 and Noumea in October 1990 which declared the opposition of the countries and territories of the South Pacific region to the practice of large-scale pelagic driftnet fishing;

NOTING ALSO the Langkawi Declaration on the Environment adopted on 21 October 1989 by Heads of State and Governments of the Commonwealth which called for a ban on the use of driftnets;

NOTING FURTHER the Castries Declaration adopted by the Organization of Eastern Caribbean States in November 1989 which resolved to establish a regional regime for the regulation and management of pelagic resources in the Lesser Antilles that *inter alia* would outlaw the use of driftnets;

FURTHER NOTING the adoption by South Pacific States and Territories of the Convention for the Prohibition of Fishing with Long Driftnets in the South Pacific, at Wellington on 24 November 1989;

WELCOMING the adoption by the United Nations

General Assembly on 22 December 1989 of Resolution 44/225 which addressed for the first time the impact of large-scale pelagic driftnet fishing on the living resources of the world's oceans and seas;

NOTING WITH APPRECIATION announcements by the Republic of Korea and Japan that, in advance of the deadline (30 June 1992) set by UN Resolution 44/225, each has ceased driftnet fishing activities in the South Pacific;

NOTING ALSO that at its 42nd Annual Meeting in July 1990 the International Whaling Commission, taking account of the fact that large-scale pelagic driftnets are used in areas of the high seas which include important habitats for cetaceans encompassing feeding and breeding grounds and migratory pathways, endorsed UN Resolution 44/225;

NOTING ALSO that at its IXth Meeting in October/November 1990 the Commission for the Conservation of Antarctic Marine Living Resources in Resolution 7/IX endorsed the goals of UN Resolution 44/225 on large-scale pelagic driftnet fishing and agreed that there will be no expansion of such fishing into the high seas of the Convention area;

NOTING ALSO that the first substantive session of the Preparatory Committee of the United Nations Conference on Environment and Development in August 1990 called for a comprehensive report to be submitted to its second substantive session scheduled for March 1991 on the impact of large-scale harvesting, and on new fishing technologies and fishing technologies incompatible with the sustainable management of biological marine resources;

REAFFIRMING the need for the international community to take all possible actions to ensure the effective conservation of biological marine resources and the ecosystems of the world's oceans and seas;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. DECLARES its full support for the implementation of United Nations General Assembly Resolution 44/225 and calls on all members of the international community to commit themselves to full compliance with its provisions, including the establishment of effective monitoring and enforcement measures;
2. CALLS UPON IUCN State members to actively support full implementation of UN Resolution 44/225, as well as relevant regional and sub-regional commitments relating to the elimination of large-scale pelagic driftnet fishing as a fishing technique;
3. FURTHER CALLS UPON IUCN State members and other members of the international community which use high seas driftnet technology immediately to cease further expansion of large-scale pelagic driftnet fishing on the world's

oceans and seas where it is currently practised, and to undertake not to extend their operations into the high seas of other oceanic regions, as mandated by Resolution 44/225;

4. WELCOMES the commitment evident in the actions of nations fishing far from their coasts to the implementation of Resolution 44/225;
5. REITERATES its commitment to the development and use of fishing methods that are environmentally sound and enable the effective conservation and management of target fish species while ensuring the protection of other living marine species;
6. CALLS UPON the United Nations General Assembly at its 45th Session to support the eradication of large-scale pelagic driftnet fishing on the basis that it is an environmentally unacceptable fishing practice.

### 18.37 Sea Turtle Ranching

NOTING that no proposal for the ranching of sea turtles has yet been adopted by the Parties to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES);

CONSIDERING that the high capital cost of sea turtle ranching creates the need for markets to be developed in countries where a high economic return is guaranteed;

RECALLING that, hitherto, IUCN policy has been that the products of sea turtle ranches should be used to replace wild turtle products in existing local markets;

FURTHER RECALLING IUCN's stated opposition to ranching or farming of sea turtles in those cases where it would lead to the expansion of existing markets and thus could possibly result in an increased exploitation of wild turtles;

BELIEVING that even a carefully developed marking scheme is no guarantee that exploitation of wild turtles will not continue in the same region as the ranch;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. URGES IUCN and its member governments and organizations not to support any attempts to ranch sea turtles in any geographical region unless this would lead to the cessation of commercial exploitation of wild sea turtles;
2. CALLS UPON the Director General to ensure that any involvement by IUCN in the management of

areas containing sea turtle populations takes into account Recommendation 17.47 of the 17th Session of the IUCN General Assembly on sea turtles.

### 18.38 Hooker's Sea Lion

RECOGNIZING that Hooker's sea lion (*Phocartos hookeri*), which breeds principally on the Auckland Islands, New Zealand, was exploited to the brink of extinction by past sealing, and that the population has not subsequently increased to a level which can be described as robust;

AWARE that the size of the incidental catch of Hooker's sea lions in the trawl fishery around the Auckland Islands is high in relation to its small population size;

AWARE that significant mortality among sea lion pups occurs when they become trapped in feral rabbit burrows and suffocate;

CONCERNED THEREFORE that the Hooker's sea lion is probably in a state of decline, and is considered threatened;

RECALLING the Final Report of the Project on the Status of Hooker's Sea Lion (IUCN Project No. 3618, 1985) which recommended that, should the population of Hooker's sea lion be declining, the population should be protected;

RECOGNIZING that the 12-mile Fisheries Exclusion Zone surrounding the Auckland Islands, declared in 1983 for the protection of the Hooker's sea lion, has not prevented hundreds of further deaths by entanglement in trawl nets;

WELCOMING the recent announcement that the New Zealand Government would produce a public discussion paper by March 1991 summarizing available information on the problem and possible solutions;

NOTING additional plans by the New Zealand Government to immediately launch a major campaign to benefit the Hooker's sea lion population by controlling the feral rabbit population on Enderby and Rose Islands in the Auckland group;

NOTING ALSO additional joint action by the New Zealand Government and the New Zealand fishing industry to distribute catch report forms to all squid fishers for the purpose of gathering additional data on the catches of sea lions by fishers in the Auckland Islands region;

RECOGNIZING the powers of the New Zealand Minister of Conservation, under the Marine Mammal Protection Act 1978, to provide protection for threatened marine mammals by the establishment of marine mammal sanctuaries;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

URGES the New Zealand Government, without delay, to declare a Marine Mammal Sanctuary

surrounding the Auckland Islands, to ban trawl fishing from the feeding grounds of Hooker's sea lions, or to take other effective measures in order to protect Hooker's sea lions and promote an increase in their population.



# Species Conservation, including Control of Trade

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## 18.39 Taking of Wild Birds for the Pet Trade

RECOGNIZING that the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) is an appropriate mechanism for regulating international trade in wild animals and plants;

EMPHASIZING that CITES Article IV provides a mechanism for ensuring that international trade in wild animal and plant species is not detrimental to their survival;

NOTING that both the CITES Parties in 1976 (Res. Conf. 1.6) and the IUCN General Assembly in 1978 (Resolution 14.25) have called for appropriate restrictions on the trade in live animals caught in the wild for use as pets, with the objective of eventually limiting such trade to those species which can be bred in captivity;

CONCERNED that, despite such resolutions and the requirements of CITES Article IV, trade in some species continues at levels not justified by scientific findings of non-detriment, as evidenced, for example, in the CITES/IUCN report *Significant Trade in Wildlife*;

FURTHER CONCERNED that the live animal trade, in particular that in wild birds, remains largely unregulated and has been shown to be causing the decline of many species;

RECOGNIZING that some countries have not yet adopted legislation implementing CITES, and in particular, have not adopted enforcement programmes adequate to protect wild birds and to distinguish systematically between legal and illegal trade;

CONCERNED that many wild birds suffer injuries or die as a result of capture and transport methods that are inhumane or otherwise do not take into consideration the physiological needs or behavioural traits of the species involved;

RECOGNIZING AND ENCOURAGED that CITES has established a committee to develop guidelines for live animal transport;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. ASKS the Parties to CITES to request their Secretariat to review the implementation of CITES Article IV, particularly as it pertains to the live bird trade;
2. ASKS the Parties to CITES to request their Secretariat to submit a report to the next meeting of the Parties in 1992 on the results of that review, with recommendations for resolving the problems;
3. STRONGLY URGES all CITES Parties, IUCN members, and countries involved in the wild bird trade to review the adequacy of their domestic legislation and, where necessary, to adopt new legislation for the purposes of:
  - a. fully implementing Article IV of CITES;
  - b. monitoring and regulating the bird trade at both national and international levels and its impact on wild populations;
  - c. regulating the holding and transport of live animals, with the guidelines of the International Air Transport Association (IATA) to be adopted as minimum requirements;
4. ENCOURAGES the continuation and expansion of research on the status of wild bird populations, particularly for species popular in trade, on the effect of trade on such populations, and on techniques for captive breeding, reintroduction and recovery of declining species;
5. URGES the governments of all CITES Parties and IUCN members to implement CITES Conference Resolution 1.6 and encourage the commercial captive breeding of birds, through cooperative programmes, as an alternative to the taking of birds from the wild;
6. FURTHER URGES all countries to prohibit the import and export of captive-bred birds unless marked by seamless leg bands or other techniques in order to ensure their proper identification and to minimize illegal trade in wild birds;
7. FURTHER URGES that mechanisms be developed through CITES or other international agreements

to ensure that developing countries receive financial assistance in implementing Article IV of CITES and this recommendation;

8. REQUESTS the Director General, within available resources, to report to the next Session of the General Assembly on the progress made in implementing this recommendation;
9. REQUESTS the Director General, unless he has previously determined that substantial progress has been made in implementing CITES Article IV and this recommendation:
  - a. after appropriate consultations, to prepare a recommendation for introduction at the 19th Session of the General Assembly of IUCN, urging the Conference of the Parties of CITES and all countries to prohibit international trade in species of wild birds used in the pet trade by 1 January 1996, except for approved purposes of zoological exhibition, *bona fide* scientific research and cooperative captive breeding programmes;
  - b. to recommend additional restrictions on the trade in wild birds for the purpose of improving implementation of CITES Article IV and this recommendation.

#### 18.40 Appendix I Reservations within CITES

RECOGNIZING that one purpose of reservations under the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) is the short-term mitigation of economic damage to a country or its inhabitants, if a decision of the Parties is likely to lead to such damage;

RECOGNIZING FURTHER that the permanent retention of reservations for the purpose of trade may severely undermine the Convention;

NOTING that a small number of CITES Parties are actively trading under reservations in Appendix I species;

AWARE that Japan holds ten reservations on Appendix I species under CITES, and that Japan is the largest trader of Appendix I species under such reservations;

ACKNOWLEDGING that the Japanese Government has already withdrawn a number of reservations for Appendix I species;

RECALLING that at the last Conference of the Parties, the Japanese Government publicly announced that it will withdraw all reservations excluding those for the hawksbill sea turtle and six species of whale;

NOTING that Japan is to host the 8th Meeting of the Conference of the Parties to CITES in 1992;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. URGES Japan to continue the process of withdrawal of all Appendix I reservations held under CITES;
2. CALLS UPON IUCN members, especially member governments, to communicate their endorsement of this recommendation to the Japanese Government;
3. URGES all other CITES Parties holding reservations on Appendix I species to cease trading under those reservations as soon as possible.

#### 18.41 Conservation of Insects and other Invertebrates

RECOGNIZING that there are over one million identified insects and other macro-invertebrates constituting at least three-quarters of the world's known species and that millions more unidentified species are believed to inhabit poorly studied environments;

ACKNOWLEDGING that insects and other invertebrates, by virtue of their long evolution, variety and adaptability, have colonized virtually all ecosystems on earth;

APPRECIATING that insects and other invertebrates have far-reaching and economically important roles in the proper functioning of natural ecosystems;

ALSO APPRECIATING that insects and other invertebrates are of enormous cultural, educational and aesthetic benefit to mankind;

RECALLING that surveys of insects and other invertebrates can be of great value in the identification of key areas for the conservation of global biodiversity, in indicating environmental quality, and in monitoring ecosystem disturbance, pollution and change;

COMMENDING the Council of Europe's farsightedness in publishing the "Charter on Invertebrates" and the wisdom of the Committee of Ministers to Member States in adopting Recommendation No R(86)10 calling for governments to take account of the Charter when drawing up their management policies;

RECALLING that insects and other invertebrates are, amongst other wildlife, the subjects of international conventions, including the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the Convention on Conservation of Migratory Species of Wild Animals (Bonn) and the

Convention on European Wildlife and Natural Habitats (Bern), and that many nations have legally protected threatened insects and other invertebrates;

CONCERNED that the main threat to insects and other invertebrates is destruction and degradation of natural habitats, although the habitat requirements of nearly all invertebrates are poorly understood;

CONSCIOUS that many insects and other invertebrates, particularly those endemic species inhabiting island ecosystems, have been brought to extinction through the accidental or purposeful introduction of alien species, and recalling Recommendation 17.51 "Introductions of carnivorous snails for biological control purposes" at the 17th Session of the General Assembly and the IUCN Position Statement on "Translocation of living organisms" in this regard;

BELIEVING that collecting of insects and other invertebrates for science, education and curiosity is rarely damaging to their populations, but that commercial collecting for food or trade needs to be controlled at a sustainable level;

AFFIRMING that habitat conservation is the most necessary conservation measure for invertebrates but welcoming additionally the activities of zoos and butterfly houses in support of invertebrate conservation, particularly the formation by the National Federation of Zoological Gardens of Great Britain and Ireland of an Invertebrate Working Group and by the American Association of Zoological Parks of an Invertebrate Management Advisory Group;

AWARE that many nations have recorded the decline of their invertebrate faunas in Red Data Books, and that IUCN has published Red Data Books on invertebrates and Swallowtail butterflies;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. WELCOMES the establishment by the IUCN Species Survival Commission of an Invertebrate Task Force drawn from the IUCN/SSC Invertebrate Specialist Groups and charged with developing and promoting a strategy for IUCN activities to conserve insects and other invertebrates, and urges the IUCN Secretariat and IUCN members to provide support for the Task Force, and to make every effort to assist in the identification and execution of priority activities;
2. REQUESTS the Director General, within available resources, to strengthen support for the IUCN/SSC Specialist Groups concerned with invertebrates;
3. CALLS UPON IUCN members to assist in the implementation of published and forthcoming Action Plans for Swallowtail butterflies, Molluscs and other invertebrate groups;
4. URGES governments to:
  - a. draft their national protective legislation

recognizing that the primary threat to insects and other invertebrates is habitat destruction;

- b. broaden the scope and content of existing international conventions to make them more appropriate for insects, other invertebrates, and particularly their habitats;
  - c. promote practical recovery plans for invertebrate species already listed in national legislation and international conventions;
5. ALSO URGES governments, government agencies and non-governmental organizations as appropriate to:
- a. promote programmes of integrated and multi-disciplinary scientific research aimed at better understanding of the ecology of insects, other invertebrates and their habitats;
  - b. adopt and/or provide rejuvenated programmes of biosystematics and taxonomy of insects and other invertebrates and more effective collaboration between taxonomic institutions, and more focus of these activities on conservation planning;
  - c. recognize conservation science as an essential activity for the effective maintenance of the diversity of insects and other invertebrates;
  - d. record selected invertebrate groups while assessing the nature conservation value of areas, especially if the assessment is aimed at choosing areas for protection;
  - e. limit use of biocides, especially in agriculture and forestry, to the minimum and take all possible measures to reduce the impact of biocides on non-target species;
  - f. avoid accidental introductions of exotic species and, while recognizing that introductions of species for biological control may have advantages for the environment over other forms of pest control, to permit such only after public environmental impact assessments have been carried out;
  - g. develop and support environmental education programmes that foster appreciation of insects and other invertebrates, as well as the value of preserving biodiversity in general;
  - h. strengthen invertebrate displays by zoos and butterfly houses linked to captive breeding and re-establishment programmes, and the development of codes of practice on the welfare and management of invertebrates in captivity;
  - i. accept trade in invertebrates where this is shown to be based on sustainable practices that are not permanently damaging to wild populations, and where there are benefits in terms of scientific knowledge, public education, continuity of natural habitats, or rural development.

## 18.42 Trade in Orang Utans

AWARE that the orang utan (*Pongo pygmaeus*), the only Asian great ape or pongid, is restricted in distribution to northern Sumatra and Borneo, where it is found in the East Malaysian states of Sarawak and Sabah and in Kalimantan, Indonesia, and that it is legally protected against hunting and trade throughout its range;

ALSO AWARE that the species is listed as "Endangered" in the IUCN Red List of Threatened Animals and in Appendix I of CITES (Convention on International Trade in Endangered Species of Wild Fauna and Flora);

DISTURBED that loss of habitat through logging operations and various forms of conversion to agriculture have increased the orang utan's vulnerability to exploitation;

FURTHER DISTURBED that during the past two years there has been a significant increase in illegal traffic in orang utans;

ALSO DISTURBED that infant orang utans are invariably captured for pets by killing their mothers, and the vulnerability of the young to human disease and miscare may result in further losses to the species;

NOTING that in February 1990, six infant orang utans, being shipped as personal effects in bird cages from Singapore to Yugoslavia, for redistribution to institutions, were confiscated in transit at Bangkok International Airport, Thailand;

CONCERNED that although the shipment was seized by the Thai authorities, this was on the grounds that improper identification violated Thai Customs law, and that Thailand has not yet enacted legislation to protect exotic wildlife in conformity with the provisions of CITES, of which it is a Party;

GRAVELY ALARMED that according to recent estimates released by the International Primate Protection League, TRAFFIC-Japan and other organizations, several hundred orang utans have been imported illegally into Taiwan in recent years;

FURTHER ALARMED that the orang utans are being captured at timber concessions, particularly in Kalimantan, and transported to Taiwan by sea;

FURTHER ALARMED that many apparently have been purchased as pets and for publicity purposes by commercial enterprises;

RECOGNIZING that laws in force in Taiwan are in conformity with CITES, thereby providing the mechanism to end illegal traffic in endangered exotic wildlife;

FURTHER RECOGNIZING that a long-term solution to any large-scale confiscation programme may need to involve rehabilitation and/or release into former habitat in a country of origin;

FURTHER RECOGNIZING that illegal traffic poses a threat to the survival of orang utans in the wild;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

### 1. APPEALS to:

- a. the Government of Thailand, to enact urgently legislation to implement CITES fully, particularly to prevent trade in exotic endangered species and Appendix I species, such as the orang utan;
- b. the Government of Singapore, to comply fully with the provision of CITES, of which it is a Party, to prevent trade in exotic endangered and Appendix I species;
- c. the authorities in Taiwan, to enforce their laws conforming to CITES, to prevent illegal ownership of orang utans and to continue to take strong anti-smuggling measures;
- d. the Government of Indonesia, to:
  - i. enforce wildlife laws better to stop illegal trade in orang utans;
  - ii. increase protection for orang utans and extend the protected area network;

2. ASKS the IUCN Species Survival Commission to be ready upon request to provide technical assistance with such issues as surveys, holding facilities and rehabilitation;

3. EMPHASIZES that any orang utans confiscated for return to wild habitat should undergo a quarantine and testing protocol to prevent genetic contamination and introduction of disease.

## 18.43 Giant Panda

RECALLING Recommendation 17.50 of the 17th Session of the General Assembly concerning conservation of the giant panda (*Ailuropoda melanoleuca*);

RECALLING that Recommendation 17.50 specifically recommended adoption of a long-term strategic and tactical conservation plan for the giant panda and further recommended that the People's Republic of China consider that any exhibition of giant panda should only be adjunct to and completely compatible with an international captive breeding programme for the species;

DEEPLY CONCERNED that a continuing fragmentation and diminution of giant panda natural habitat is reported and that the captive population has not been shown to be self-sustaining;

CONCERNED that exhibit loans, or even loans of single pairs of giant panda for breeding purposes, may diminish the reproductive potential of the captive population in the absence of a global breeding strategy;

RECOGNIZING that China's Ministry of Forestry and the World Wide Fund for Nature (WWF) are near agreement on a programme for the conservation of the giant panda and its habitat;

NOTING that an international conference on a global strategy for giant pandas will be held at the National Zoological Park, Smithsonian Institution, Washington, D.C., USA in June 1991;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. STRONGLY REAFFIRMS Recommendation 17.50;
2. URGES all holders of giant pandas to participate in an animal-by-animal assessment of the captive population to determine their genetic background and physical and behavioural competence in order to identify the best potential breeders for more successful management of the giant panda in captivity;
3. FURTHER URGES full participation in the Washington conference in June 1991 to develop a global breeding strategy, population viability assessment, and action plan for the species, including all giant pandas in captivity;
4. URGES all involved agencies and individuals in the People's Republic of China to strengthen cooperative research and propagation programmes for captive giant pandas;
5. RECOMMENDS a moratorium on the acquisition of giant pandas from China by parties outside the People's Republic of China until July 1991, at

which time the conclusions reached at the Washington conference should guide placement of captive giant pandas.

#### 18.44 Houbara Bustard

AWARE that the Houbara bustard (*Chlamydotis undulata*), a migratory bird coming from the Siberian Steppes annually to winter in the desert areas of Pakistan, is threatened primarily because of unmanaged hunting;

CONCERNED that the resident and migratory populations of bustards have been declining, and continue to do so in Pakistan;

NOTING that hunting of the Houbara bustard is banned in neighbouring India and Iran, as it is also banned for Pakistani nationals in Pakistan;

NOTING that a total ban on all forms of Houbara bustard hunting has been recommended to the Government of Pakistan on numerous occasions;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. URGES the range states to develop and implement a comprehensive plan to manage the migratory and resident populations of the Houbara bustard for sustainable utilization;
2. URGES, in the meantime, the Government of Pakistan to immediately enforce a complete ban on all forms of hunting of the Houbara bustard;
3. URGES the governments of the countries of the Middle East to support the Pakistani efforts at conserving this bird.

# Regional Conservation Issues

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## 18.45 Beringia

RECALLING Recommendation 17.57 of the 17th Session of the General Assembly on the value of joint studies, and of bi-national protected sites in the area of the Bering Strait between the Union of the Soviet Socialist Republics and the United States of America;

AWARE that the cultural heritage of Beringia, including archaeological and palaeontological sites and the living cultures of the native peoples of the region, are of shared significance to both nations;

RECOGNIZING that, for economic and social development to be sustainable in Beringia, the uses of all natural resources, including the shipping corridors, fisheries and minerals, must only proceed with sound provisions for environmental protection;

KNOWING that general principles of international law support the cooperation of neighbouring states in the wise stewardship of their shared ecosystems;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. COMMENDS Presidents Mikhail Gorbachev and George Bush for their decision to establish a USSR-USA International Park for lands and waters of the Beringia Region (Alaska/Siberia) by the end of 1991;
2. SUPPORTS the joint studies under the USSR-USA Agreement for Cooperation in the Field of Environmental Protection (Moscow, 1972) for creation of an International Joint Commission to facilitate bilateral cooperation on environmental issues in Beringia;
3. RECOMMENDS that close consideration be given to the World Conservation Strategy and to the Inuit Circumpolar Conference's Conservation Strategy in the course of Soviet-American cooperation in Beringia;
4. WELCOMES the cooperation of the US National Park Service and the USSR State Committee on Environmental Protection and other Soviet Ministries and Institutes in establishing the international park;
5. ENCOURAGES the design of this park according

to the principles of a biosphere reserve, taking due account of local peoples;

6. FURTHER RECOMMENDS that the USA and USSR authorities consider nominating the International Park for inclusion on the World Heritage List.

## 18.46 Tatsenshini-Alsek River System, Canada and USA

AWARE that the Tatsenshini-Alsek river system in the St Elias Mountains of Canada and Alaska is one of the world's most beautiful and magnificent;

AWARE TOO that the 2.7 million acres surrounding this river system is the only gap in a 25 million acre Arctic and sub-Arctic area which includes the Glacier Bay National Park and Preserve and the Wrangell-St Elias National Park and Preserve in the United States and the Kluane National Park in Canada;

RECOGNIZING that the entire area is unique and worthy of consideration for the World Heritage List;

MINDFUL of the fact that a mining company has found a mineral deposit near the confluence of the Tatsenshini and Alsek rivers, and is proposing to establish an open pit mine to mine these minerals and to construct a road some 70 miles in length through primeval territory to reach the Haines Road in Canada;

CONCERNED that the dam and road would irreparably damage a potential World Heritage Site and two world class rivers;

CONCERNED ALSO that the tailings from the mine would poison the water of the Tatsenshini-Alsek river system below the mine, causing fish kill, impairing the livelihood of native people in the area and damaging the Glacier Bay National Park and Preserve;

AWARE that the mining company has applied to the Government of British Columbia for a permit to proceed with the establishment of the mine at a site

known as Windy-Craggy and that this permit could be issued at any time soon;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. RECOMMENDS the Governments of both the United States and Canada to examine the potential adverse environmental and social impacts of the proposed mining activity through the bi-national International Joint Commission (IJC);
2. RECOMMENDS to the Government of British Columbia, Canada, that it not consider issuing a permit to mine at the Windy-Craggy site near the confluence of the Tatsenshini and Alsek rivers until the environmental review referred to above is completed;
3. REQUESTS the Governments of British Columbia and Canada to consider this area of the St Elias Mountains for National Park status;
4. RECOMMENDS that the Governments of both the United States and Canada consider extending the St Elias-Wrangell-Kluane National Park World Heritage Site to include the Glacier Bay National Park and its environs.

### **18.47 Migratory Bird Conservation in the Western Hemisphere**

RECOGNIZING that migratory birds provide important aesthetic, economic, recreational and other benefits;

FURTHER RECOGNIZING that migration patterns are indicative of healthy and functioning ecosystems;

AWARE that migratory birds are a unique indicator of the overall health of the environment of the Western Hemisphere, as their life cycles depend on habitats in North America, Middle America, the Caribbean and South America, and that non-game migratory birds provide important economic benefits valued in millions of dollars to agriculture, recreation and to the quality of life;

FURTHER AWARE that the Platte River of North America and other major wetland migrational stopovers have deteriorated due to water development undertaken without due regard to the needs of migratory birds, which are a resource shared among the nations of the Western Hemisphere;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. CALLS UPON the national and local governments of the region to carry out an integrated and

comprehensive programme to conserve migratory birds within their borders, including habitat conservation and research measures, and to develop appropriate domestic and international policies regarding land-use, water rights, pesticides and economic activities which directly or indirectly affect migratory birds;

2. FURTHER CALLS UPON development assistance agencies and multilateral lending institutions to encourage policies that promote the conservation of migratory birds and their habitats;
3. RECOMMENDS that the importation and use of DDT and other persistent pesticides should be banned in the region;
4. FURTHER RECOMMENDS that a public education programme be launched which calls attention to the effects of habitat fragmentation, chemical use, loss of forests, wetlands and other natural habitats on migratory birds, and which promotes the conservation of forests and other critical habitats on both public and private lands;
5. URGES that the adhering parties adopt a protocol to the Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere (Western Hemisphere Convention) that would commit them to the conservation and wise management of all migratory birds;
6. FURTHER URGES that the appropriate national regulatory agencies, including the Federal Energy Regulatory Commission of the United States, in re-licensing existing water projects on the Platte River, make allowances for the needs of migratory birds that are dependent upon critical wetland habitats throughout the Western Hemisphere.

### **18.48 Joint Responsibility of the Developed Countries for the Protection of South American Ecosystems**

CONSIDERING that the exploitation of South American ecosystems is of great benefit to the peoples of developed countries and that the continent's external debt crisis causes increased pressure to be brought to bear on the environment and inhibits the assignment of the necessary resources by developing countries to the nature conservation sector;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

RECOMMENDS to all competent international forums that economic processes causing environmental degradation in Latin America be immediately

reversed and that systems for financing nature conservation and the sustainable development of the continent be significantly and urgently extended.

## **18.49 Conservation and Sustainable Use of the Forests of the Amazon**

RECOGNIZING that Amazonia contains 70 per cent of all the world's tropical moist forests and that these forests have immense value for all mankind in contributing to global climatic stability and as a rich heritage of biological diversity;

FURTHER RECOGNIZING the sovereignty of the Amazonian countries over their natural resources, but also their global responsibility to use these resources rationally, as well as the corresponding responsibility of other nations, principally the developed ones, in helping them achieve this;

CONCERNED that much of the attention generated outside South America, particularly in the media of the industrialized world, is not based on a full understanding of the social and ecological issues in the region;

NOTING WITH ALARM the recent increase in the rate of clearance of Amazonian forests and particularly the extensive fires that have occurred in forests disturbed by road-building, logging, colonization and clearance for agriculture; and that the expansion of these activities is creating fire risks in areas not normally exposed to this threat;

CONCERNED that fires in the Amazon are contributing to the present increase in levels of carbon dioxide, thereby exacerbating the greenhouse effect and accelerating global warming, with potential local, regional and global impacts;

FURTHER AWARE that forest destruction may result in a reduction in rainfall within Amazonia and that this may have repercussions on global air circulation systems, and thus on the climate of other parts of the world;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. REQUESTS the Director General to bring the following considerations and recommendations to the attention of those to whom they are respectively addressed:

### **A. Environmentally Sound Development**

CONSCIOUS of the fact that the Amazon region is inherently fragile but at the same time may contain

valuable resources of soil, forests, savannas, water and minerals, and that a careful and sustainable development of these resources could alleviate poverty, thus reducing the need for destructive exploitation of natural areas that must be conserved;

RECALLING that it is essential that such development should be ecologically sustainable, and also consistent with the needs, aspirations and cultural sensitivities of the people already living in Amazonia;

AWARE that the current unequal distribution and/or shortage of fertile land and the lack of opportunities outside the Amazon basin compel people to move to Amazonia to seek agricultural land, and that these people are driven to clear forests generally on marginal lands for crops or grazing and often in the knowledge that farming will not be sustainable;

FURTHER AWARE that although birth rates are declining in most Amazon countries, population is still increasing rapidly, in particular by migration into the region, resulting in changing and often destructive consumptive patterns and heavy demands on natural resources;

AWARE that all the countries of the region have specialized institutions dealing with Amazonian ecology and land-use, and that these are staffed by professional agronomists, foresters and ecologists, but that this pool of expertise has often been overlooked in international debate on Amazonia, and that even within the region itself, there has been a persistent failure to take sufficient account of the knowledge and concerns of local specialists;

CONCERNED that past policies have not adequately recognized the value of the Amazon forests and that in particular:

- a. colonization and conversion for other uses such as cattle ranching and agriculture have been encouraged in some countries, through the establishment of infrastructure, the provision of tax incentives and the attribution of title to land which is only under nominal management, and that this has frequently resulted in large areas of forest being cleared or degraded, and subsequently abandoned or put to marginal use;
- b. the exploitation of Amazonia's oil, mineral and hydroelectric resources is often carried out in ways which do not recognize the ecological fragility of the zones to be exploited, creating serious pollution problems and ignoring the rights of the indigenous populations of those regions, while the infrastructure associated with these activities has facilitated the penetration of more settlers often in remote areas, leading to destructive and non-sustainable settlement patterns;
- c. in some countries there are still plans which incline towards major infrastructure establishment, as well as the opening up of vast new areas of Amazon forest for settlement;

The General Assembly:



2. **AFFIRMS ITS CONVICTION** that most of the land area of the Amazon is extremely marginal for any conventional form of agriculture and that the majority would be better retained under natural forest;
3. **STRONGLY RECOMMENDS** that land-use in Amazonia take into account the ecological constraints operating in the region and that natural forest only be cleared as part of carefully planned development programmes and when subsequent uses are known to be sustainable and of greater economic and social benefit to present and future generations;
4. **URGES** the governments of the region to give priority to the adoption of more productive and sustainable land-use technologies in areas already cleared and under development, and to stop planned or spontaneous colonization or settlement in new and remote areas;
5. **WELCOMES** the decisions by some governments in the region that no new livestock tax credit financing projects will be approved and that all existing fiscal incentives will be phased out in the near future;
6. **URGES** that plans for further infrastructural development should evolve within broad land development strategies, taking due account of the native knowledge of the rational use of the Amazon forest, rather than being planned independently of environmental considerations;
7. **STRESSES** that there is considerable scope for the development of agroforestry in which tree crops are combined with agricultural crops, thus maintaining soil nutrient levels, but that greatly expanded programmes of research and extension are needed to realize the potential of such systems and that this will require additional funding at both a national and international level;
8. **RECOMMENDS** that settlement of Amazonia should not be motivated by land shortages outside the region, and that instead priority should be given to achieving equitable and efficient use of land in these areas;

## **B. The Role of the Timber Industry**

**CONCERNED** that although the highly diverse Amazon forest contains many species with high density timber which are therefore difficult to harvest, process and market, so that consequently Amazonian timbers are not at present in great demand for the international timber trade, as tropical forests in other parts of the world become commercially exhausted, the attention of the timber trade will turn to the Amazon forests;

**RECOGNIZING MOREOVER** that there are considerable resources of high value timber species and that providing it is possible to prevent agricultural

colonization of the forests after logging, sustained yield forestry would be an appropriate use for relatively large areas of Amazonia;

**FURTHER AWARE** that there are numerous non-timber products which can be sustainably harvested from natural forest, that in some cases these produce revenues greater than those to be obtained from logging, and that harvesting these products creates employment and income for local communities;

The General Assembly:

9. **URGES** countries of the region to greatly expand their programmes to develop and market non-timber products by establishing extractive reserves that operate on a sustainable basis and by creating fiscal and land tenure incentives towards this goal;
10. **URGES** the timber industry, in consultation with the governments concerned, to draw up guidelines and regulations for the sustainable extraction of timber from those forests that have the potential to yield such products;

## **C. Conservation of Biological Diversity**

**AWARE** of the outstanding biological diversity within the tropical moist forests of the Amazon region;

**NOTING WITH APPROVAL** the conclusions of the workshop on priority areas for conservation in Amazonia, held in Manaus, Brazil, in January 1990 and the efforts of the FAO protected area planning and training activities in the region;

The General Assembly:

11. **CALLS UPON** the countries of the region vigorously to pursue and enhance their efforts to conserve the full range of animal and plant species occurring on their territories, and to allocate areas to nature conservation that are large enough to encompass populations of those species of animals and plants that characteristically occur at very low densities, or which disperse over very wide areas, ensuring that their protected areas are distributed so as to cover all the major ecosystems and sites of high biological diversity or endemism;

## **D. Needs and Rights of Indigenous Communities**

**RECALLING** that economic activities dating back to colonial times and agricultural colonization in conjunction with a present lack of clear government policies have endangered the cultural and physical survival of many native groups in Amazonia;

**ACKNOWLEDGING** that progress, although insufficient, is being made on this issue in several countries of the region;

The General Assembly:

12. URGES the governments concerned to pay particular attention to the rights and needs of indigenous and local peoples and to do their utmost to safeguard the ethnic diversity of the peoples in the Amazon as part of the cultural riches of the Amazonian countries;

### E. The Role of Development Assistance Agencies

RECOGNIZING the need for the international community to help Amazon basin countries to preserve and achieve sustainable use of the Amazon's forests, especially by supporting scientific and social research institutions, particularly those engaged in research into forest management programmes, agroforestry and the development and marketing of non-timber forest products;

The General Assembly:

13. URGES governments and international funding agencies to use fiscal incentives and innovative funding mechanisms to support protected area programmes, agroforestry, sustained yield production of timber and non-timber products from natural forests, and sustainable management of the varzea floodplains including agriculture, fisheries and forestry;

### F. The Role of IUCN in Amazonia

NOTING WITH APPRECIATION the success of the consultation with IUCN members in South America, held at Quito, Ecuador, in April 1990, and the opportunities for strengthening the Union's presence and contribution on that continent;

WELCOMING the proposed programmes for the South American region set out in the draft IUCN Programme for 1991-1993 (General Assembly Paper GA/18/90/11);

The General Assembly:

14. URGES the Director General, within available resources, to strengthen collaboration between the Secretariat of IUCN and its members and other concerned institutions and individuals in the region, particularly by:
- cooperating with appropriate national and regional institutions in the preparation and implementation of conservation strategies for the Amazonian regions of each of the countries concerned;
  - seeking technical and financial backing for the implementation of these national and regional conservation strategies;
  - assisting the Commission network and members in the exchange of information on

conservation issues within the region, so promoting cooperation in the implementation of conservation strategies and programmes and building consensus on critical conservation issues;

- assisting with the compilation of inventories of living natural resources and in the preparation of plans for the conservation of animal and plant life;
- supporting pilot projects to establish communal and extractive reserves which will contribute to developing new approaches to the management of the Amazon forests and to the reconciliation of the needs of local communities with the requirements of biological diversity conservation;
- assisting IUCN governmental and non-governmental members in monitoring national policies concerning the Amazon and particularly the implementation of the Treaty for Amazonian Cooperation, its Special Commission on the Environment and other relevant Protocols and Decisions;
- providing any assistance that may be required to develop sound legal and institutional mechanisms to deal with environmental problems both nationally and regionally;
- promoting studies and activities which favour increasing the extent of protected areas in the Amazon, including those adjacent to frontiers;
- providing specialized expertise for the conduct of studies of the environmental impacts of major development projects in the Amazon;
- generally contributing to the building of national and regional capacity to achieve conservation and sustainable use of the living natural resources of the Amazon.

### 18.50 Creation of the Inter-American Nature Conservation System

CONSIDERING that the Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere (Western Hemisphere Convention) will be 50 years old in 1990;

RECOGNIZING that the instrument mentioned above was the forerunner to the European Convention on the Conservation of Wildlife and Natural Habitats (1982 Bern Convention), the ASEAN Agreement on the Conservation of Nature and its Natural Resources (1985 Kuala Lumpur Agreement) and the African Convention on Conservation of Nature and Natural Resources (1968 Algiers Convention);

AWARE that since 1940 profound changes have occurred both in the human perception of the environment and in the quantity and quality of the dangers to which the environment is exposed;

CONCERNED that, in view of the above, traditional political and domestic as well as international structures should be assessed with a view to envisaging new forms of institutional organization which can channel the many possible relations between humanity and nature;

CONVINCED that it would be useful, on an American level, to have a flexible institutional framework, which would provide a means of concentrating the management of all environmental problems common to the countries of America, and which could also serve as a link between sub-regional agreements and wherever possible with environmental agreements of a universal nature;

AWARE that a draft Convention for the creation of the Inter-American Nature Conservation System is under consideration by the Organization of American States (OAS), in the light of a proposal prepared by the Inter-American Legal Committee;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. ENDORSES the creation for the American continent of the Inter-American Nature Conservation System within the institutional framework of the OAS;
2. URGES IUCN and especially its Latin American members to further the implementation of the proposed system.

### 18.51 Protection of Mount Nimba, Guinea

RECALLING that both the Réserve naturelle intégrale des Monts Nimba of Guinea and the Réserve naturelle intégrale des Monts Nimba of Côte d'Ivoire are protected as Strict Nature Reserves/Biosphere Reserves, and are listed as having "outstanding natural value" under the World Heritage Convention, by virtue of containing unique, rare, or superlative natural features and being habitats where populations of rare or endangered species of plants and animals still survive;

CONCERNED at proposals to extend exploitation of the rich iron ore deposits of the Nimba Massif from the existing mines in Liberia into the hitherto untouched forest areas in Guinea;

ALARMED that mining of iron ore on the Nimba Massif within the World Heritage Site will threaten

the integrity of this site of international importance;

CONSIDERING that States Parties to the World Heritage Convention under Article 6.3 undertake "... not to take any deliberate measures which might damage directly or indirectly the cultural and natural heritage ... situated in the territory of other States Parties ...", and given the concern of the international conservation community to halt mining activities in protected areas, and notably mining exploitation in protected areas in developing countries, which is mainly to the profit of industrial countries;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. REQUESTS the Director General to contact the government authorities of Guinea expressing IUCN's concern that measures be taken to protect the natural resources of the Nimba Massif Biosphere Reserve and World Heritage Site;
2. URGES the government authorities of Guinea:
  - a. to resist pressures to allow mining and all other activities which threaten the natural integrity of the area, and in particular, not to allow the iron ore mining project to go ahead;
  - b. to set in train a plan for the development of the region which guarantees the protection of the site;
3. REQUESTS the Director General to contact the government authorities of France, Japan and the USA to ask them to consider, given the exceptional character of the situation:
  - a. contributing to bringing into operation the plan referred to above;
  - b. giving support to the World Heritage Fund and thus ensuring the financing of a management regime which would safeguard the integrity of the World Heritage Site and Biosphere Reserve, taking account in particular of the needs of local peoples, and providing long-lasting benefits through, for example, protection of hydrological functions and other forest benefits.

*Note: This recommendation was adopted by consensus. The French State Member delegation stated that had there been a vote, the delegation would have abstained.*

### 18.52 New World Screw-Worm in Libya

DEEPLY CONCERNED at the very grave consequences for the domestic stock and wildlife of

the Mediterranean Basin, and indeed for the whole of continental Africa, of the continued presence in Libya of a considerable focus of infestation by the New World Screw-Worm (Diptera: *Cochliomyia hominivorax*);

AWARE that the cost of eradicating the parasite is projected to amount to over US\$ 90 million;

GREATLY DISTURBED that the response by governments and donor agencies to the call by the Food and Agriculture Organization of the United Nations (FAO) for funds to eradicate this parasite in Africa amounts to only US\$ 30 million pledged, and of this, only about US\$ 5 million has so far been paid;

AWARE of the fact that it will be much more costly, if not impossible, to eradicate the parasite if it spreads more widely in the region;

ALARMED that the infested area now encompasses 20,000 sq. km, and in October 1990 alone over 1,700 cases were diagnosed, indicating a heavy infestation;

ENCOURAGED that the eradication programme, involving the use of the sterile-male technique, will be starting in December 1990;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. URGES governments of developed countries and all other donors to heed seriously the call by FAO for the funding necessary to eradicate from Africa this dangerous parasite of humans and of wild and domesticated animals;
2. FURTHER URGES governments to ensure that the full US\$ 90 million is committed at the forthcoming donors' meeting on 14 December 1990.

### 18.53 Conservation of Doñana National Park, Spain

TAKING INTO ACCOUNT that wetlands are one of the most threatened ecosystems of the world and that, in spite of the existing efforts to preserve them, it has been impossible to stop their regression in many regions;

RECOGNIZING that the Doñana National Park and its surrounding area is one of the most valuable wetlands in the Western Palaearctic, because of its crucial stopover role in the migration of birds between Europe and Africa and because of the species and ecosystems it harbours;

ACKNOWLEDGING the efforts made by the Spanish authorities to safeguard the area;

TAKING INTO ACCOUNT, however, that there remain some elements of previous development

practices and attitudes, especially those related to intensive agriculture and mass tourism, that may threaten Doñana's future;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. REQUESTS the Spanish authorities to intensify further their efforts to preserve the Doñana National Park by seeking the sustainable development of the surrounding area in accordance with the principles of the draft World Conservation Strategy for the 1990s;
2. RECOMMENDS that this socio-economic model takes into account:
  - a. that the agricultural activities of the neighbouring territory must not threaten the quantity and quality of water flow through the Park;
  - b. that tourist activities must be based on and accommodated to the intrinsic values of the area so as to ensure conservation of the area and its outstanding values as a guarantee of sustainable progress in the area and of the well-being of its people;
  - c. that the infrastructures that may be created take into account the requirements of sustainable development and do not interfere in the effective protection of the Park and its surrounding area.

### 18.54 Radio Transmission Station in the Arava Valley, Israel

APPRECIATING the special value of the Arava Valley as part of the great Syrian-African Rift Valley, which is a major flyway for millions of central and eastern European migratory birds including endangered and protected species;

RECOGNIZING the significance of the small, last remaining, open space landscape in the fragile Negev desert ecosystem for wildlife, including endangered species, and as wilderness area;

NOTING that the United States Board for International Broadcasting and the Voice of America (VOA), in agreement with the Government of Israel, plan to construct a huge radio transmission station in the Arava Valley with an antenna field covering 2,000 acres and consisting of 22 towers up to 160 to 200 metres high with thousands of antenna cables in between, producing highly intensive electro-magnetic radiation emitted by 16 transmitters of 500 kW each;

AWARE that this station will have an adverse impact on birds and any other wildlife that enters the

hazardous area, through physical collision with the structure, thermal impact produced by the high microwave radiation, and possible unknown non-thermal impact on the navigation of the birds, and that the station if built in this location will have a direct and indirect impact of loss of more than 100 square kilometres of the last remaining wilderness open space in the Central Negev;

CONCERNED that the Environmental Impact Statement (EIS) required by the Israeli National Planning Council was never completed, that an EIS was never done as required in accordance with United States' law and that both the Governments of Israel and the United States intend to approve the project and start construction;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

CALLS UPON the Governments of Israel and the United States to deny approval of the VOA station plan prior to a full completion of the EIS as required in Israel and as required in the United States in accordance with the domestic standards and legislation including the United States Endangered Species Act and the National Environmental Policy Act.

*Note: There was dissension over the factual accuracy of this recommendation and this was not resolved. The United States State member delegation challenged the facts, while the Society for the Protection of Nature in Israel and other NGO members upheld the text, reporting that the facts were derived from Board of International Broadcasting (BIB) formal documents. The text was adopted by a clear majority of Category A and Category B members.*

### **18.55 Sino-Pak International Park, China and Pakistan**

WHEREAS the Khunjerab National Park and the Toxkungan Reserve have been established by Pakistan and China along their respective borders, with similar geomorphological and ecological features and sharing a number of fascinating and endangered species such as the snow leopard (*Panthera uncia*), the Marco Polo sheep (*Ovis ammon hodgsoni*) and the Tibetan wild ass (*Equus hemionus*);

RECOGNIZING that many species, in particular the snow leopard, Marco Polo sheep and the wild ass, migrate seasonally between the two protected areas and their survival and breeding require joint international efforts for management of their habitats;

NOTING that the area possesses unique beauty and natural features, being the meeting point of two

distinct regions, the Palaearctic and the Indomalayan, as well as the meeting point of the Himalayan, the Karakoram and the Pamir mountain ranges with some of the highest peaks in the world, numerous glaciers and other dramatic features;

NOTING FURTHER that the ancient Silk Route passes through Khunjerab National Park and the Toxkungan Reserve;

APPRECIATING the excellent relations between Pakistan and China;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990

1. URGES the Governments of Pakistan and China to take steps urgently to jointly establish an international park in this region, by including the Khunjerab National Park and the Toxkungan Reserve within it;
2. CALLS UPON the Director General to assist the Governments in establishing the proposed international park, and in its management planning;
3. URGES the appropriate international agencies, developed nations and NGO networks to assist the governments concerned in establishing and managing the proposed international park.

### **18.56 Narmada Valley Project, India**

RECOGNIZING that major dams have created major and irreversible ecological damage in many parts of the world;

CONSIDERING that the proposed Narmada Valley Project, consisting of approximately 30 major, 300 medium and 3000 minor dams, will be one of the largest river valley projects in the world;

CONSIDERING the possible ecological destruction resulting from the submergence of over 900 sq. km of land, much of which is forest land and considering also the fact that the total forest cover of India is already well below the levels considered desirable by the standards both of the National Forest Policy and by the requirements of ecological security for the country;

CONSIDERING that the project will displace over 200,000 people, many of whom are tribal indigenous people, who know no other form of life or livelihood than one dependent on the land and its products;

CONCERNED with the dimensions of the human tragedy that this will involve;

HAVING GOOD REASON TO APPREHEND that the project authorities have not undertaken the necessary environmental or social impact assessments of a

project of this dimension and recognizing that the concept of wildlife must include all forms of life, whether large or small, whether plant or animal, whether their usefulness to humans be known or unknown;

DEEPLY CONCERNED that the World Bank, the Government of India and the Governments of the States concerned have acquiesced in piecemeal planning of resettlement, rather than insisting upon a comprehensive delineation of land identified for resettlement in consultation with affected people and communities before permitting the start of the project;

DISTRESSED by the fact that the Government of India, which has an international reputation for its attempts to conserve its forests and has promoted farsighted legislation for this purpose, has acquiesced in the proposal to release forest lands for the resettlement of the displaced people and that the World Bank, with its avowed commitment to conservation, has acquiesced in, if not actively promoted, this measure;

GRAVELY CONCERNED that such a policy will set a precedent with far-reaching and potentially disastrous consequences in the case of resettlements from other major projects;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December:

1. CALLS UPON the Government of India, the Governments of the States of Maharashtra, Madhya Pradesh and Gujarat, the World Bank and all agencies funding the Narmada Valley Project in part or in its entirety to:
  - a. UNDERTAKE a rigorous review of the desirability of implementing this project, whose dimensions are of a scale that could create major and irreversible ecological damage;
  - b. REVERSE the decision, in the interests of avoiding a potentially disastrous precedent, of allocating forest lands for the resettlement of the displaced persons of the proposed Sardar Sarovar dam, which is only among the first of the 30 major dams to be constructed under this project and only one among the hundreds, if not thousands, of projects which will involve displacement of persons and their resettlement;
2. URGES the Director General and all members of IUCN to encourage the development of practical alternatives to large dams and energy-intensive, centrally controlled irrigation projects that cause unacceptable levels of environmental damage and human misery in developing countries.

## 18.57 Tehri Dam Project, India

RECOGNIZING that the Himalayas are one of the world's zones of intense seismic activity owing to stresses which are constantly building up by the movement of the Indian Plate against the Asian Plate;

CONSIDERING that such build-up of energy has been released with earthquakes of magnitude 8 or more on the Richter Scale, in three zones covering the North Western, Central and Eastern Himalayas, in the years 1905, 1934 and 1950 respectively;

CONSIDERING also that the proposed Tehri Dam is located near a major fault in the seismic gap where stresses have not been released for the past 200 years, thus greatly increasing the likelihood of an earthquake of greater than magnitude 8 in the foreseeable future, near the area where the Tehri dam site is located;

CONSIDERING that the Tehri Dam has been designed to withstand an earthquake of only magnitude 7.2 on the Richter Scale;

AWARE that the Environmental Appraisal Committee of the Ministry of Environment, Government of India, had declined environmental clearance for the Tehri Dam on grounds of safety, environmental destruction of the ecologically rich Bhagirathi Valley, and dislocation of 80,000 villagers;

GRAVELY CONCERNED that the top seismic experts of India, USA and other countries have expressed the opinion that the present design is unsafe as it does not provide for an earthquake of magnitude 8 or more;

APPREHENDING that the Government of India is proceeding, despite the above risk, with the construction of the Tehri dam;

GRAVELY CONCERNED that a resultant failure of the proposed dam would wipe out the cities of Hardwar and Rishikesh, with potential loss of millions of lives downstream of the dam, and that, if built, the dam would dislocate and pauperize 85,600 indigenous people due to land submergence, destroy 4,705 hectares of natural forest, the habitat of 12 rare and endangered species of flora, and 2,862 hectares of prime agricultural land, against a benefit of only an estimated 40 years' life of the dam for peak power generation;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

CALLS UPON the Government of India, the Government of Uttar Pradesh and the Government of the USSR, which is giving financial and technical support for the project of the Tehri Dam, to refer the safety issue of the Tehri Dam to the top recognized seismologists of the world, and experts in plate tectonics, before giving clearance for the construction of the Tehri Dam.

## 18.58 Shiraho Reef, Japan

RECALLING Recommendation 17.64 of the 17th General Assembly which strongly urged the Government of Japan to reconsider construction of an airport facility at the Shiraho Coral Reef site in Ishigaki Island, Okinawa Prefecture, and requested the Government to assign the Shiraho Reef the strongest degree of protection possible;

NOTING that the recommendation respectfully suggested that research, management and monitoring of the coral reef ecosystem as well as steps to address the causes of coral reef destruction and degradation be promoted by the Government of Japan;

RECOGNIZING that IUCN, in partnership with national NGOs and the community of Shiraho, undertook an evaluation of the coral reef that was to be affected by the construction of the airport and found it to be unique in Japan for its diversity of fauna and flora and of international importance;

AWARE that the Prefectural Government of Okinawa has considered the alternative sites for the airport and relocated the proposed airport 4 km northward, and that the Japanese Government supported the decision of the Prefectural Government of Okinawa;

NOTING that IUCN, with the support of national NGOs in Japan, undertook a further investigation and evaluation of the coral reef ecosystem (including the watershed area) that would be affected by the construction at the new site and determined:

- the new site to be an integral part of the Shiraho Coral Reef ecosystem;
- if the airport is constructed at the new site, an integrated ecosystem of land and water will be destroyed with the irreplaceable loss of biological diversity;

NOTING FURTHER that IUCN's assessment determined that irrigation and channelization, reshaping of the land by industrial cultivation and other construction works including building of resort facilities on Ishigaki Island, are principal causes of soil erosion, which is an imminent threat to the survival of the coral reef ecosystem at Shiraho;

CONCERNED that further economic development needed on Ishigaki Island should be pursued in a manner that ensures sustainable and traditional utilization of the unique natural environment;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. EXPRESSES its appreciation to the Okinawa Prefectural Government and the Government of Japan for the consideration they have given to the unique coral reef ecosystem at Shiraho;
2. APPLAUDS the dedication of the people of Shiraho community for their efforts to preserve the coral reef ecosystem;

3. RECOMMENDS that the Okinawa Prefectural Government and the national authorities responsible for the environment and airport development, in cooperation with conservation NGOs and the local community:

- a. find an alternative solution to the problem, including extension of the present airport to ensure optimal conservation of the coral reef ecosystem at Shiraho;
- b. review present agricultural and development policies in the subtropical islands of southern Japan with the intention of adopting techniques and projects more suitable to sustaining the unique natural heritage of the islands.

*Note: This recommendation was adopted by consensus. The Environment Agency of Japan (Government Agency member) indicated that had there been a vote, it would have abstained.*

## 18.59 Geothermal Project on Mount Apo, Philippines

RECOGNIZING that:

- Mt Apo, the ancestral land and sacred ground of the Lumad people, is included in the United Nations List of National Parks and Protected Areas and is one of only two of the Association of South-East Asian Nations (ASEAN) Heritage Sites in the Philippines;
- Mt Apo, a dormant volcano, at 2,954 metres is the highest mountain with the greatest rainfall in the Philippines; is home to numerous species, many of which are endemic to the country, including the almost extinct Philippine Eagle (*Pithecophagus jeffreyi*); supports the last major forest cover in south central Mindanao; and includes a complex series of watersheds important for the cities of Davao and Cotabato;
- the proposed Mt Apo Geothermal Project and current exploratory operations conducted by the Philippine National Oil Company (PNOC) threatens to violate the ancestral rights of the Lumad people; to seriously degrade the Mt Apo ecosystem; to pollute the watershed of the cities of Cotabato and Davao and thousands of hectares of irrigated riceland; and to produce unacceptable levels of toxic steam, wastes and water discharges;
- road construction has already resulted in forest destruction by the access it has provided for landless peasants;

AWARE that the Department of Energy and Natural Resources criticized the Environmental Impact Study carried out by PNOC, stating pollution controls were lacking;

FURTHER AWARE that the project is contrary to Presidential Decrees 705, 1151 and 1586 and Executive Order 122-C and moreover that the Philippine Government Bureau of Forestry rules prohibit any commercial exploitation in national park areas and that the Department of Energy and Natural Resources has declared the proposed operations to be illegal;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

URGES the Government of the Philippines to enforce the relevant legal instruments and take other appropriate, urgent, action to ensure the integrity of the Mt Apo National Park and ASEAN Heritage Site.

### 18.60 Tropical Timbers from East Malaysia

CONSIDERING the opposition and distress of indigenous people arising from the logging of tropical forests;

CONSIDERING also that this logging is at present being carried out at a rate that cannot be sustained and in ways that cause serious environmental damage to soils, streams and rivers;

NOTING the findings and recommendations of the ITTO study *The Promotion of Sustainable Forest Management—a Case Study in Sarawak, Malaysia*;

NOTING also that the Governments of Sarawak and Malaysia have accepted this report and declared their firm intention to implement its recommendations;

The General Assembly of the IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. WELCOMES the decision of the Governments of Sarawak and Malaysia to implement the findings of the report, including measures to reduce the rate of harvesting in stages to a level at which yield is sustainable and to increase the land included in protected areas to cover adequately the full range of variation of ecosystems in the State;
2. WELCOMES also the establishment of reserves in the Ulu Limbang and Ulu Baram areas to protect the living space of some communities of indigenous people;
3. URGES the Government of Sarawak to:
  - a. respect the rights of the traditional inhabitants and users of the land;
  - b. rapidly resolve outstanding land disputes involving indigenous people;

- c. consolidate the Permanent Forest Estate and complete the network of protected areas in full consultation with the people likely to be affected thereby;
  - d. halt logging in areas subject to severe erosion or which are in dispute with local communities;
  - e. apply environmentally sound harvesting practices and ensure greater participation of local communities in the benefits derived from any harvesting of forest products;
4. CALLS UPON the State of Sabah to make a similar study and take similar action;
  5. FURTHER CALLS UPON all States and international funding agencies, on evidence of a clear intention by Malaysia, particularly Sarawak, to take firm action to assist the Malaysian authorities in all possible ways to accomplish the above objectives;
  6. STRONGLY URGES that all timber-importing countries provide incentives for timbers from Sarawak, Sabah and the other States of Malaysia that are produced in ways which fully conform to the findings of the ITTO Sarawak report and to the principles of IUCN, and discourage the import of timbers from unsustainable sources.

*Note: The amended language of operative paragraph 6 was agreed by a substantial majority. The recommendation as a whole was then adopted by consensus.*

### 18.61 Support for the Creation of World Heritage Areas in Irian Jaya, Indonesia

RECOGNIZING that Irian Jaya houses one of the richest and most biogeographically complex assemblages of plant and animal life that is to be found anywhere in the world, including an estimated 9,000-10,000 species of flowering plants of which almost 90 per cent are endemic, and that of the 200 identified mammal species in the province, 95 (47 per cent) are endemic to the region;

NOTING that, for reasons of cultural and natural significance, the following threatened areas, as identified in a 1987 WWF-IUCN study entitled *Conservation and Development in Irian Jaya*, are thought to have World Heritage values:

- Lorentz  
An area centred on the Lorentz Nature Reserve  
Location: Paniai, Jayawijaya, Fak-fak and southern Merauke



- Mamberano-Foja  
An area centred on the Mamberano-Foja National Park  
Location: Jayapura
- Bintuni Bay  
An area centred on Bintuni Bay Nature Reserve  
Location: Manokwari
- Rouffaer River  
An area covering the swamps from the lake to the West of the Mamberano River and including the main course of the Mamberano River  
Location: Paniai, Jayapura and Jayawijaya
- North Tamrau  
An area in the North Tamrau mountains  
Location: Sorong and Manokwari

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

CALLS UPON the relevant competent authorities to:

- a. move rapidly to nominate relevant sites, in particular those listed above, for consideration for listing under the World Heritage Convention;
- b. evaluate other areas in Irian Jaya for World Heritage values.

## 18.62 Mangroves in Bintuni Bay, Irian Jaya, Indonesia

RECOGNIZING that the Bintuni Bay mangrove forest represents one of South-east Asia's largest mangrove ecosystems, providing habitat for 45 protected terrestrial animal species and six endemic fish species and preserving a large area of breeding habitat of the Estuarine Crocodile (*Crocodylus porosus*);

AWARE that the Indonesian Government has previously granted a logging concession over a part of this area prior to the introduction of the current Indonesian Environmental Impact Assessment (EIA) regulations;

AWARE ALSO that the Indonesian Government has temporarily banned the logging operations on the concession after violations of the forestry regulations by the company concerned and that the Indonesian Government, in line with its policy of implementing EIA on existing activities, is preparing EIA guidelines for the timber industry operations at Bintuni Bay;

RECOGNIZING the progress by the Indonesian Government towards the declaration of a Strict Nature Reserve over a substantial area of the Bintuni Bay mangroves;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. CONGRATULATES the Indonesian Government on its recognition of the importance of the internationally significant mangrove ecosystem at Bintuni Bay as shown by:
  - a. its plans to establish a large Strict Nature Reserve over part of the area;
  - b. its intention to carry out Environmental Impact Assessment of existing forestry industry operations at Bintuni Bay;
  - c. its enforcement of forestry regulations against the company logging at Bintuni Bay;
2. URGES the Indonesian Government to expedite the declaration of the Strict Nature Reserve at Bintuni Bay in consultation with indigenous peoples;
3. URGES the Indonesian Government to investigate the eligibility of the area for listing under the Ramsar Convention while becoming a party to that Convention, and to consider the area for listing under the World Heritage Convention;
4. EXPRESSES concern that any large-scale logging operation should be allowed to continue in this internationally significant area;
5. FURTHER URGES the companies concerned and their shareholders to fully cooperate in, and facilitate, all studies and protection measures required to maintain the Bintuni Bay ecosystems;
6. URGES the Indonesian Government to ensure that the indigenous people are involved in all management and development programmes in the area.

## 18.63 Mining in the Fly River Catchment, Papua New Guinea

RECOGNIZING the environmental impacts of mining in the Fly River Catchment;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. CALLS UPON donor countries to assist Papua New Guinea, at Papua New Guinea's request, in monitoring those sections of the Fly River under its national jurisdiction, and through all feasible technical means to help to mitigate and remedy any serious problems detected;
2. CALLS UPON the Government of Australia to rapidly assess past, present and future impacts on the marine ecosystems of the Torres Strait as an extension of the current "baseline" study and to take action as appropriate to remedy any problems in this area associated with discharges from the Fly River;

3. CALLS UPON IUCN to respond favourably, within available resources, to any request from the Papua New Guinea Government to assist Papua New Guinea through the provision of:
  - a. training assistance to supplement the Government's capacity for management of the Fly River Catchment;
  - b. technical and financial assistance for the expansion of current studies covering social, economic, health and cultural impacts in the Fly River Catchment so that problems or potential problems can be identified and remedied;
4. RECOMMENDS that the views, needs and aspirations of affected communities are taken into consideration in the studies mentioned and that these communities are included in the implementation of actions resulting from these studies;
5. CALLS UPON the Director General to draw this recommendation to the attention of the Indonesian Government.

### **18.64 Conservation Measures within the Papua New Guinea Tropical Forestry Action Plan**

WELCOMING the conservation component of the Papua New Guinea Tropical Forestry Action Plan (TFAP) as subsequently refined and adopted by the Papua New Guinea Government through the Executive Council, which includes the designation of between 20-30 per cent of the nation's land and marine areas as conservation areas, and the adoption of a comprehensive education and support programme involving all affected landowners;

NOTING that the Government of Papua New Guinea, and non-governmental organizations associated with the TFAP process in Papua New Guinea, are designing a version of the TFAP particularly suited to the Papua New Guinea situation in addressing biodiversity, protected areas design and community-based alternative forest utilization projects;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. REQUESTS the Director General to use his good offices to urge international donors to support and assist the conservation component of Papua New Guinea's Tropical Forestry Action Plan and to ensure that all provisions are implemented in a manner most beneficial in supporting the goals of the Papua New Guinea Constitution and IUCN;

2. INVITES the Government of Papua New Guinea to place under immediate moratorium from major development the areas of grave concern identified by the conservation component of the Papua New Guinea Tropical Forestry Action Plan as of paramount conservation value, but under immediate threat of timber, mining or other development, until they have been duly evaluated through the Tropical Forestry Action Plan process.

### **18.65 Australian Resource Security Legislation**

NOTING that moves by the Australian Government to develop "resource security" legislation have only recently been revealed;

BELIEVING that such legislation is designed to give to exploitative industries long-term rights of access, control and use of resources and areas which have yet to be fully evaluated with respect to their natural and cultural values;

CONVINCED that such pre-emption of future decision-making options by this and future generations is inconsistent with the principles of ecologically sustainable development;

AWARE that much work has yet to be done to establish a comprehensive system of parks and reserves and to maintain biodiversity in Australia;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

CALLS UPON the Government of Australia to abandon moves to develop "resource security" legislation.

*Note: This recommendation was adopted by consensus. The Australian State member delegation indicated that had there been a vote the delegation would have abstained, since the matter was currently under consideration by the Government.*

### **18.66 Mining in National Parks and Nature Reserves especially in Australia**

NOTING that Western Australia's national park and nature reserve system is of international importance;

CONCERNED that Western Australia's national park and nature reserve system is inadequate in that amongst other shortcomings it fails to provide protection for about half of the State's rare and endangered flora;

RECOGNIZING that the Western Australian Government has introduced a policy banning exploration and mining from 55 of the State's national parks;

ALARMED that this policy will still allow mineral exploration and mining in three of Western Australia's most important national parks, which in themselves make up half of the total area of national park in the State;

ALARMED ALSO that this policy will allow mineral exploration and potential mining in all of Western Australia's nature reserves;

NOTING that areas of mining leases and infrastructure corridors will be excised from five of the State's national parks, thereby reducing the viability of the parks and risking the introduction of exotic plants and plant diseases;

NOTING that the Hamersley Range National Park is already identified by IUCN as a park under threat from gold-mining and mineral exploitation by its inclusion in IUCN's *Register of Threatened Protected Areas of the World, 1990*;

NOTING IUCN's definition of a national park (Category II Protected Area) is:

"A relatively large area where

1. one or several ecosystems are not materially altered by human exploitation and occupation, where plant and animal species, geomorphological sites and habitats are of special scientific, educative and recreative interest or which contain a natural landscape of great beauty;
2. the highest competent authority of the country has taken steps to prevent, or eliminate as soon as possible, exploitation or occupation in the whole area and to enforce effectively the respect of ecological, geomorphological or aesthetic features which have led to its establishment; and
3. visitors are allowed to enter under special conditions, for inspirational, educative, cultural and recreative purposes."

FURTHER NOTING that the IUCN definition of a nature reserve (Category I Protected Area) is:

"These areas possess some outstanding ecosystems, features and/or species of flora and fauna of national scientific importance or are representative of particular national areas; they often contain fragile ecosystems of life forms, areas of important biological or geological diversity or areas of particular importance to the conservation of genetic resources. Size is determined by the area required to ensure the integrity of the area to accomplish the scientific management objective

and provide for the protection of the area.

Natural processes are allowed to take place in the absence of any direct human interference; tourism, recreation, and public access are generally proscribed. Ecological processes may include natural acts that alter the ecological system or physiological features, such as naturally occurring fires, natural succession, insect or disease outbreaks, storms, earthquakes and the like, but necessarily exclude man-made disturbances. The educational function of the site is to serve as resource for studying and obtaining scientific knowledge."

AWARE that much work has yet to be done to establish a comprehensive system of parks and reserves and to maintain biodiversity in Australia and many other countries;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. CALLS UPON the Western Australian State Government to respect the IUCN definitions of national parks and nature reserves by abandoning its policy of allowing mineral exploration and mining in national parks and nature reserves and permitting exploration and mining in D'Entrecasteaux, Hamersley Range and Rudall River National Parks;
2. CALLS UPON governments, and specifically the Western Australian State Government, to ensure that the exclusion of exploitative industries from national parks and nature reserves is a matter of law, not of policy;
3. URGES governments not to exclude land from existing national parks or nature reserves to enable mining or other exploitative uses of that land or the resources within it.

*Note: This recommendation was adopted by consensus. The observer of the Government of Western Australia made an explanatory statement of that Government's policy. The Australian State member delegation, the Australian Government Agency members and the Saudi Arabian State member delegation stated that had there been a vote they would have abstained.*

## 18.67 Kakadu National Park, Australia

RECALLING that Kakadu National Park is one of the world's great national parks, with the existing World Heritage Sites of Stages I and II meeting four of the criteria for World Heritage listing, and containing internationally significant wetlands, amongst the finest rock art sites in the world, a living Aboriginal heritage and evidence of Aboriginal occupation dating back over 25,000 years;

RECOGNIZING that Stage III of Kakadu National Park, including the "conservation zone", is an area of extremely high biological significance, an integral and important part of the entire Park, containing rare and endangered plants, mammals and birds and the upper South Alligator River Catchment feeding into the internationally significant wetlands, including the Magela Flood Plain, of Stages I and II downstream;

AWARE that:

- the "conservation zone", which is completely surrounded by, but not legally included in, Kakadu National Park, is threatened with mining and existing mineral exploration;
- any mining within the catchment of the South Alligator River would threaten the ecological integrity of Stages I, II and III and the values for which the first two of these were inscribed on the World Heritage List and that no level of safeguard can completely ensure against a major accident;
- an existing uranium mine is completely surrounded by Kakadu National Park and threatens the Magela Flood Plain within the World Heritage Site;
- two proposed mines, Jabiluka and Koongarra, are completely surrounded by Kakadu National Park;
- the World Heritage Committee, at the World Heritage Meeting in Paris, December 1987, commended the Government of Australia for excluding mining from Stage II of Kakadu National Park and encouraged the Australian authorities to consider "further extending the World Heritage site to include Stage III of the National Park and to modify the boundaries of Stages I and II in order to protect the entire catchment area, and to include the cultural values to the east of the present National Park";
- in November 1987, the Australian Heritage Commission reported that Stage III of Kakadu National Park contains "one of the twelve most important rock art regions in the world";
- the Australian Government, as a signatory to the World Heritage Convention, agrees to refrain from "any deliberate measures which might damage directly or indirectly the cultural and natural heritage" of a World Heritage Site;
- Recommendation 17.42 of the 17th Session of the General Assembly on the IUCN Wetlands Conservation Programme involves responsibilities and obligations for the Australian Government;
- part of the proposed Koongarra mine is within an existing World Heritage Site and National Park;
- the Australian Government has requested its Resource Assessment Commission to conduct an inquiry into the use of the resources of the Kakadu Conservation Zone, and has asked the Chair of the Resource Assessment Commission to prepare a report on the significance to Aboriginal people of the "conservation zone";

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. URGES the Government of Australia to incorporate the "conservation zone" of Stage III into Kakadu National Park, as encouraged by the World Heritage Committee;
2. RECOMMENDS the Government of Australia to take "appropriate legal, scientific, technical, administrative and financial measures" necessary to incorporate into Kakadu National Park the existing Jabiluka and Koongarra Project Areas and ensure rehabilitation of all disturbed areas;
3. URGES the Government of Australia to proceed towards nominating all of Stage III of Kakadu National Park for consideration for World Heritage listing;
4. CALLS on the Government of Australia to honour its obligations for the protection of the Kakadu World Heritage Site under the World Heritage Properties Conservation Act and under the international Ramsar and Bonn Conventions where appropriate.

*Note: This recommendation was adopted by consensus. The Australian State member delegation indicated that had there been a vote, the delegation would have abstained. The Government Agency member for Australia's Northern Territory wished it to be recorded that it could not agree with certain clauses of this recommendation.*

## 18.68 Kimberley Region, Western Australia

RECOGNIZING that the Kimberley region of Western Australia is the traditional land of an ancient, living Aboriginal culture, and that the Kimberley landscape is an Aboriginal landscape;

RECOGNIZING ALSO that the Kimberley region contains within it large wilderness areas that rank amongst the most beautiful and biologically significant left in the world, including a unique wilderness coastline;

NOTING that conservation strategies, environment protection controls and the system of nature conservation reserves are far from adequate in the Kimberley region, meaning that historical processes of environmental degradation and loss of species diversity continue;

FURTHER NOTING that although 3.6 per cent of the Kimberley region is protected as National Park or Nature Reserve, as much as 30 per cent of the region may be of high wilderness quality, and that the existing reserves also fail to conserve adequately the

biodiversity of this unique region and substantial measures are still required to reverse serious environmental degradation;

NOTING that, notwithstanding the announcement at this General Assembly by the Premier of Western Australia that an agreement has been reached between the traditional owners of Purnululu (Bungle Bungle) National Park and the Government of Western Australia over Aboriginal participation in the management of that area, no satisfactory means have yet been found for protecting and promoting the interests and aspirations of the Aboriginal peoples of the Kimberley region, particularly with regard to their land aspirations;

RECALLING past recognition by numerous international and national bodies of the potential World Heritage qualities of the Kimberley region, because of its immense cultural and environmental value;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. **STRONGLY RECOMMENDS** that the Governments of Western Australia and of the Commonwealth of Australia give priority to the development of strategies, including nature conservation reserves owned by the traditional Aboriginal owners as with Kakadu National Park, that will ensure the long-term maintenance of the wilderness qualities and biological diversity of the Kimberley region;
2. **IN PARTICULAR CALLS UPON** those Governments to act to protect those wilderness areas identified in the Kimberley region as a result of the Federally-sponsored *National Wilderness Inventory*;
3. **REQUESTS** the Director General to make available on request to the Governments concerned advice and expertise on strategies for the involvement of indigenous peoples in nature conservation reserves and nature conservation strategies.

## **18.69 Conservation of Arid Zone Wetlands, especially in the Lake Eyre Basin, Australia**

RECOGNIZING the twelve priorities for action listed in the IUCN Strategy for Wetland Conservation;

AWARE of the growing demands on supplies of freshwater throughout the world, and particularly in the arid zones;

CONSCIOUS of the particular importance and vulnerability of wetland areas within arid regions;

CONSCIOUS ALSO of their isolation from other gene pools, and their dependence on distant and often subterranean water sources;

AWARE ALSO of the extreme variability and unpredictability of the climatic and hydrological conditions governing these wetlands, and the consequent dependency of their biota on drought refuges;

AWARE FURTHER that the wetlands of the Lake Eyre Basin, overlying the Great Artesian Basin which is the largest discrete system of underground aquifers in the world, are an outstanding example of a wetland complex in an arid area, fed by major river systems which are entirely unregulated, and including an exceptional variety of wetland types, among them the Coongie Lakes, which are an internationally important habitat for waterfowl and migratory birds, listed under the Ramsar Convention;

NOTING that this wetland complex and those of other arid regions may be threatened by mineral development, cattle grazing, tourism and recreation, catchment clearance, pollution, upstream intervention in hydrological regimes and abstraction of underground water, and that the Lake Eyre Basin is under extreme stress from feral animal species, including rabbits, foxes and cats;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. **CALLS UPON** the Governments of the Commonwealth of Australia, the Northern Territory and the States of South Australia, Queensland and New South Wales to:
  - a. investigate fully the vulnerability of the wetlands of the Lake Eyre Basin and the underlying waters of the Great Artesian Basin to development;
  - b. ensure adequate protection of these wetlands, including their catchment areas;
  - c. investigate thoroughly the case for nominating the wetlands of the Lake Eyre Basin under the World Heritage Convention;
2. **CALLS UPON** governments throughout the world, and especially State members of IUCN, to take adequate measures to protect wetlands in arid areas from activities which may cause their destruction or degradation.

## **18.70 Wilderness and Forest Conservation in Tasmania**

WELCOMING recent additions to the Western Tasmania Wilderness World Heritage Site;

NOTING that IUCN has stated that nine areas—specifically, Beech Creek/Counsel River, Wyld's Craig, Gordon and Tiger Range, Upper Florentine, Upper Styx, Middle Weld, Middle Huon, Picton Valley and Southeast Cape—suggested for adjustment of the eastern boundary of the World Heritage Site, would, if included, add further old-growth forest, contribute to integrity, and simplify management;

RECOGNIZING the global significance of the temperate rainforests of north-west Tasmania for their wilderness, biological, cultural and aesthetic qualities;

NOTING that these rainforests are one of the largest contiguous tracts of temperate rainforests in the Southern Hemisphere but that at this time there is no coherent preservation strategy for them;

NOTING WITH CONCERN that many of the National Estate forests adjacent to the current World Heritage Site and the National Estate rainforests of north west Tasmania are immediately threatened by mining, forestry and hydro-electric schemes;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. CALLS UPON the Tasmanian State Government and the Government of Australia to move immediately to protect:
  - a. all National Estate areas contiguous with the current Western Tasmanian Heritage Site;
  - b. the temperate rainforests of north-west Tasmania which are already listed on the Register of the National Estateby their inclusion in national parks and World Heritage Sites where they meet the prevailing criteria;
2. REQUESTS the Director General to make available to the Tasmanian State Government and the Government of Australia relevant technical expertise and advice to achieve the preservation of these National Estate properties.

*Note: This recommendation was adopted by consensus. The Australian State member delegation and the National Parks and Wildlife Service of New South Wales, Government Agency member (speaking on behalf of Australian Government Agency members) stated that had there been a vote they would have abstained.*

## 18.71 Fraser Island, Australia

APPRECIATING that Fraser Island, the world's largest sand island, has a wide diversity of vegetation

including unique tall rainforests and *Syncarpia* forests growing on sand, and contains nine episodes of dune-building and more than half the perched dune lakes in the world;

RECOGNIZING that Fraser Island is an outstanding example of a major stage of earth's evolutionary history which represents significant ongoing geological processes, and contains superlative natural phenomena and important and significant natural habitats for threatened plants and animals;

NOTING that there have been several evaluations since its World Heritage values were first identified in 1974, that the Australian Environment Minister in 1976 promised to nominate it for World Heritage listing, that there have been several assessments of its outstanding values and that the IUCN listed it on its list of indicative World Heritage Sites published in 1982;

ALARMED that, on data provided by the Queensland Forest Service, approximately only 9,000 commercial trees above 1.2 metres diameter remained on Fraser Island in June 1990, and that about 6,000 commercial trees of all species including 110 greater than 1.2 metres diameter are proposed to be logged during the next year;

CONCERNED that approximately 2,000 trees of *Syncarpia hillii*, an endangered species, were logged from their 12,000 hectare habitat during the past year;

AWARE that when the Queensland State Government instituted the Commission of Inquiry into the Conservation, Use and Management of Fraser Island, which is not scheduled to report before late April 1991, it failed to institute a logging moratorium;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

CALLS UPON the Queensland State Government and the Government of Australia to do all in their respective powers to protect the unique and outstanding natural values of Fraser Island by immediately halting logging operations and other threats to the island's integrity, and to accelerate the processes to proceed with nomination under the World Heritage Convention.

*Note: The non-operative part and first section of the operative paragraph of this recommendation were agreed by consensus. The Queensland National Parks and Wildlife Service (Government Agency member) sought the omission of the text of the operative paragraph after "Fraser Island". The recommendation was passed unanimously, but with numerous abstentions in Category A (including the Australian State member delegation) and a small number of abstentions in Category B members.*

## 18.72 Mineral, including Oil, Exploration in or adjacent to Marine Parks and World Heritage Areas in Australia

RECOGNIZING the outstanding natural values of much of the Australian marine environment, including areas such as the Great Barrier Reef, Lord Howe Island Group and (proposed) Shark Bay World Heritage Sites;

APPLAUDING the statement of the Prime Minister of Australia during the opening ceremony of the 18th Session of the IUCN General Assembly that he was "pleased to announce that the Australian Government has decided to work towards the ... establishment of a national, representative system of marine protected areas for Australia that will protect these areas ...";

NOTING an earlier statement by the Prime Minister on 19 July 1990, that he "will not countenance any drilling which would in any way endanger sensitive marine environments" including "not just the Great Barrier Reef area, but also Lord Howe Island as well as the Shark Bay area" and that the Government has commissioned a preliminary environmental assessment by the Great Barrier Reef Marine Park Authority of the likely impacts of oil exploration adjacent to the Marine Park;

RECOGNIZING the potentially devastating impact that oil spills associated with exploration, production and transport can have on the marine environment as exemplified by the Exxon Valdez oil spill in Alaska;

BEARING IN MIND the vulnerability of marine ecosystems to both acute impacts of oil spills and the longer term chronic impacts of offshore oil and gas exploitation;

DEEPLY CONCERNED about the Australian Government's recent proposal to open up much of the continental shelf of Australia to offshore oil and gas exploration, including areas adjacent to existing and proposed marine World Heritage Sites;

RECOGNIZING that under Australian law an oil exploration permit automatically confers the right to exploit the resource if oil is discovered;

ACKNOWLEDGING that oil spilled in the marine environment fails to recognize or respect boundaries of World Heritage Sites or marine parks;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

URGES the Government of Australia:

- a. to move expeditiously to establish a comprehensive system of marine protected areas around Australia;
- b. in light of the Prime Minister's commitment to a

marine protected area system, to immediately defer and review the implementation of the government's current offshore oil exploration programme until the comprehensive system of marine protected areas has been established;

- c. to ensure that no mineral, including oil or gas, exploration or development activities will occur in waters adjacent to Australia which could cause damage to World Heritage Sites and other marine protected areas from blow-out or other events associated with exploration, production and transport.

*Note: This recommendation was adopted by consensus. The Australian State member delegation indicated that they could not support the words "immediately defer" in operative sub-paragraph (b), and so, had there been a vote, the delegation would have abstained.*

## 18.73 Prohibition of Oil Tankers Inshore of the Coral Sea Great Barrier Reef World Heritage Area, Australia

RECOGNIZING that the Great Barrier Reef is the largest reef formation of its type in the world and that it is a World Heritage Site;

RECOGNIZING that the Great Barrier Reef area is particularly sensitive to impact by water-borne pollutants;

AWARE that at present the channel separating the reef from the Australian coastline is used by large oil tankers for the transportation of hydrocarbon products, which have the potential to cause disastrous pollution of the reef if released into the area;

AWARE that the channel is in places dangerously shallow and narrow, sufficient to make the passage of oil tankers an unacceptable risk to the Great Barrier Reef and its environs;

AWARE that there are no requirements for tankers to be of double bottom construction;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. APPLAUDS the decision by the Maritime Environment Protection Committee of the International Maritime Organization to declare the Great Barrier Reef to be a "particularly sensitive area" and to support the establishment of mechanisms to protect it;
2. WELCOMES the announcement by the Australian Government that it intends to introduce legislation

to require pilotage for merchant ships 70 metres in length and over, or oil tankers, chemical tankers and gas carriers irrespective of size, navigating the northern section of the inner route of the Great Barrier Reef and Hydrographer's Passage;

3. NOTES that this is a response to a unique situation and may not necessarily be used as a precedent elsewhere;

4. CALLS UPON the Queensland State Government and the Government of Australia to move towards prohibiting coastal tanker traffic in the channel by establishing rail facilities sufficient to obviate the need for coastal transport of oil and other hazardous substances within the Great Barrier Reef Marine Park.



# Antarctica

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## 18.74 The Antarctic Conservation Strategy

RECALLING Recommendations 17.52 and 17.53 and Resolutions 15.20, 16.8 and 16.9 of the 15th, 16th and 17th Sessions of the General Assembly;

REAFFIRMING that the conservation of Antarctica and its surrounding oceanic waters is of outstanding importance, both because of the inherent value of Antarctica as the world's only remaining large pristine wilderness and because of the influence Antarctica exerts on the ecological systems of a wider area of the world;

FURTHER RECOGNIZING the unique ecological systems, flora and fauna of Antarctica and the imperative for their conservation as a part of global biological diversity;

NOTING WITH APPRECIATION the efforts of the Director General and the Secretariat, assisted by expert advisers, in compiling the draft Antarctic Conservation Strategy now transmitted to the General Assembly with the approval of the Council;

DESIRING to advance international efforts for the conservation of the Antarctic region;

NOTING the timeliness of an initiative by IUCN, in view of the current inter-governmental effort to reach agreement on Antarctic conservation;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. WELCOMES the Antarctic Conservation Strategy text submitted to the General Assembly (General Assembly Paper GA/18/90/19), while noting that amendments to it will be necessary following the workshop on Antarctica held during the 18th Session of the General Assembly;
2. DECIDES:
  - a. to request the Director General, in consultation with appropriate IUCN members, to revise urgently the draft Antarctic Conservation Strategy in the light of discussions in the workshop and General Assembly Plenary Session, taking account of conclusions of the XIth Special Antarctic Treaty Consultative

Meeting, and to authorize the Director General to publish the final document in all official languages of the Union as a statement which, while not necessarily endorsed in all particulars by all IUCN members, is regarded as a constructive basis for further discussion and action;

- b. to request all IUCN members to advance the proposals in the Antarctic Conservation Strategy within their individual programmes and activities;
- c. to endorse the Director General's proposals for a continuing initiative by IUCN to promote Antarctic conservation in general and the conclusions of the Conservation Strategy in particular.

## 18.75 Antarctica

RECOGNIZING the importance of Antarctica and its surrounding seas for the world as a whole, particularly for monitoring the stability of the global marine environment and atmosphere, as a living laboratory for the study of flora and fauna, for its wilderness qualities, and for science, education and inspiration;

MINDFUL that the Antarctic Treaty Consultative Parties (ATCPs) have recognized the conservation significance of the Antarctic Treaty Area by referring to it as a Special Conservation Area (Agreed Measures for the Conservation of Antarctic Fauna and Flora, 1964, Preamble);

NOTING that the Second World Congress on National Parks in 1972 recommended that States Parties to the Antarctic Treaty should establish the Antarctic Continent and surrounding seas as the first World Park;

NOTING ALSO that the World National Parks Congress held in Bali, Indonesia, in 1982 in its recommendations on Antarctica expressed the belief that the concepts of international parks, reserves and protected areas should be promoted and that the concept of a World Park and other appropriate designations should be developed more urgently;

FURTHER NOTING the Australian Government's nomination of its sub-Antarctic islands, Heard and McDonald, for consideration for addition, if appropriate, to the World Heritage List;

RECALLING that Resolutions 15.20, 16.18 and 16.9 and Recommendations 17.52 and 17.53 of the 15th, 16th, and 17th Sessions of the IUCN General Assembly proposed a large number of environmental protection measures including the development of an Antarctic Conservation Strategy;

RECALLING ALSO that these previous Sessions of the IUCN General Assembly strongly recommended that the ATCPs should further enhance the status of the Antarctic environment as a whole and foster measures which would:

- maintain for all time the intrinsic value of the Antarctic environment for mankind and the global ecosystem;
- ensure that all human activities are compatible with the maintenance of these values;
- ascribe to the Antarctic environment as a whole a designation which connotes worldwide its unique character and value and the special measures accorded to its planning, management and conservation;

CONVINCED that any exploitation of minerals would adversely affect the values of the Antarctic environment;

AWARE that there is now growing public support around the world for a comprehensive protection regime, including a ban on mineral activity, for Antarctica;

ALSO AWARE that at the XVth Antarctic Treaty Consultative Meeting held in Paris in October 1989, Australia and France, having declined to sign the Convention on the Regulation of Antarctic Mineral Resource Activities, jointly proposed a new comprehensive environmental protection convention for Antarctica which would, amongst other things, ban mineral activity;

FURTHER AWARE that this proposal, amongst others, was referred to a Special Consultative Meeting to begin the elaboration of proposals in 1990;

RECOGNIZING that the Special Consultative Meeting provides a forum and opportunity for the exploration and development of the measures foreseen at the previous sessions of the General Assembly, for the implementation of the Antarctic Conservation Strategy, and for improved management of the atmospheric, marine and terrestrial environments of Antarctica;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. REAFFIRMS the resolutions and recommendations

on Antarctica of the last three sessions of the IUCN General Assembly;

2. STRONGLY RECOMMENDS that the Antarctic Treaty Consultative Parties and all other interested governments and non-governmental bodies:

- a. work towards the adoption of a comprehensive environmental protection regime for Antarctica embodied in legally binding agreements;
- b. incorporate in these agreements a permanent exclusion of mineral prospecting, exploration and exploitation in Antarctica;
- c. also incorporate in these agreements measures which complement, or where appropriate integrate, the provisions of the Agreed Measures for the Conservation of Antarctic Fauna and Flora, the Convention for the Conservation of Antarctic Seals and the Convention for the Conservation of Antarctic Marine Living Resources, so that these form part of the overall comprehensive environmental protection regime;
- d. cooperate wherever possible with the Special Consultative Meeting to further develop the comprehensive environmental protection regime;

3. CALLS UPON the relevant nations to consider their sub-Antarctic islands for nomination for World Heritage listing;

4. PLEDGES IUCN's full support and assistance for the development and ultimate acceptance of the comprehensive environmental protection regime by:

- a. making available relevant technical expertise;
- b. exploring improved forms of management of human activity in the Antarctic including science;
- c. promoting public and official understanding of the comprehensive environmental protection regime so that the chances of its acceptance are optimized;

5. CALLS UPON the Director General to immediately communicate this resolution to the Antarctic Treaty Consultative Parties now meeting in Chile.

*Note: This recommendation was adopted by consensus. The United Kingdom State member delegation made a statement of that Government's policy (included in the Proceedings of the General Assembly) and stated that had there been a vote the delegation would have abstained. The delegations of the State members Norway and the United States associated themselves with the UK position. The statement by the United States delegation is also included in the Proceedings of the General Assembly.*

## 18.76 The Sub-Antarctic Islands of Australia

RECOGNIZING that Australia's sub-Antarctic island groups of Heard and McDonald, and Macquarie, represent unique reserves of global significance for sub-Antarctic flora, fauna, geology and landforms;

RECOGNIZING that these island groups are some of the world's most remote wilderness areas, and that the Heard and McDonald Island group are in a pristine state;

### AWARE THAT

- a. Macquarie Island is a Tasmanian State Nature Reserve and Restricted Area, which requires visitors to hold a permit to visit;
- b. Macquarie Island was accepted by UNESCO as a Biosphere Reserve in 1977;
- c. Australia nominated the Heard and McDonald Islands with adjacent marine waters out to 12 nautical miles distance in October 1990, for listing under the World Heritage Convention;

The General Assembly of IUCN—The World Conservation Union, at its 18th Session in Perth, Australia, 28 November-5 December 1990:

1. ENCOURAGES the Tasmania State Government in its efforts to control introduced species on Macquarie Island;
2. URGES the Government of Australia and the Tasmania State Government rapidly to consider nominating Macquarie Island for World Heritage listing;
3. CALLS UPON the Tasmania State Government to adopt a conservative approach to tourism and, should Macquarie Island be nominated, to cooperate with the Government of Australia in conducting a thorough review of the impact of visits over the coming summer, before considering further visits;
4. CALLS UPON the Tasmania State Government to undertake studies on the impact of visitation on the flora, fauna and wilderness qualities of the Macquarie Island group;
5. URGES the Government of Australia to ensure that no activities in the adjacent marine areas out to 200 nautical miles threaten the World Heritage values of Australia's sub-Antarctic islands.









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