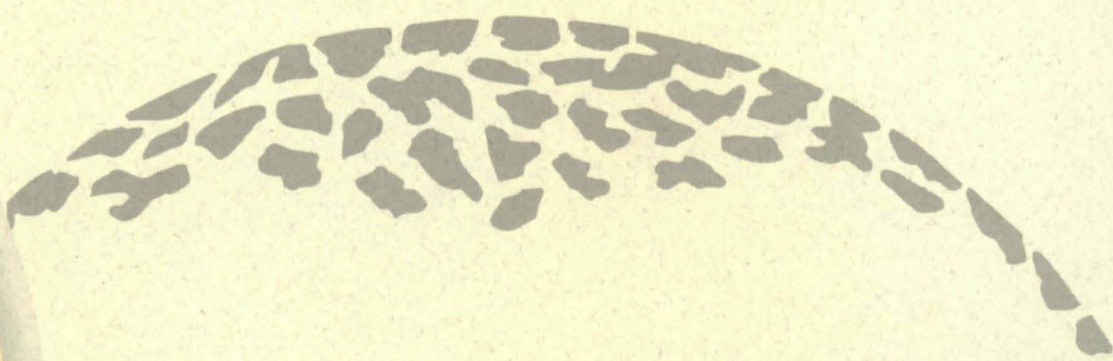




World Conservation Congress
13-23 October 1996
Montreal, Canada

Proceedings



UIGN
Union mondiale pour la nature
MONTREAL 1996

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World Conservation Congress

Montreal, Canada
13–23 October 1996

IUCN – The World Conservation Union
1997

These Proceedings have been assembled by Hugh Synge, Chief Rapporteur to the World Conservation Congress. Rapportage of individual sessions and assistance were provided by members of the IUCN staff, who are thanked for their contributions.

The designation of material in these proceedings and the geographical designations employed do not imply expression of any opinion whatsoever on the part of IUCN concerning the legal status of any country, territory or area, or concerning the delimitation of its frontiers or boundaries.

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Foreword

by the Director General, David McDowell

This is a record of a unique and historic event: the first World Conservation Congress of IUCN, the World Conservation Union. For the first time, the Union threw open the doors of its triennial gathering to the general public, to the economic and financial community, to development professionals – indeed to anyone with something to say on conservation. The aim was to make the work of the Union not only more open and transparent but also more relevant to the mainstream political agendas of our time. Partly as a result, I believe IUCN is now pitching its conservation case in terms which begin to look attractive at the political and parliamentary level.

The Congress is the successor to the General Assemblies of IUCN and continues many of the functions of these well-remembered Assemblies. Most of these functions are carried out in the Members' Business Session, where the members of IUCN consider the work of the Union in the previous three years, agree on the Programme to be followed in the next three years, elect their officials and consider other items of a business nature put before them. It has a similar purpose to the Annual General Meeting of a company and puts into practice one of the great strengths of IUCN – that it is run by and for its members. It is the members who elect the officials of the Union, agree its budget and work programme, and decide its policy. The Business Session of the Congress is the main event where this takes place, augmented by more informal national and regional meetings of members between Congresses as well as frequent informal consultations.

In Montreal, the Congress elected its first ever woman President, Yolanda Kakabadse, from Ecuador, as a representative of the advocacy world of the South. It elected a new and energetic Council, who have already shown their mettle and dedication to the Union. It gave renewed mandates to the six IUCN Commissions, the expert volunteer wings of IUCN, revitalizing and renaming one of them as the Commission on Environmental, Economic and Social Policy (CEESP). It agreed a process for preparing a new vision for the Union in the 21st century as well as deciding on the more immediate Programme and Budget for the next three years.

As those who have attended IUCN gatherings will know, a dominant feature is the adoption of Resolutions and Recommendations. These may be submitted by any member of the Union, on matters of concern to them within the IUCN mandate. Each time, we consider an even greater number of motions on a wide range of topics. This time, the Union approved 40 Resolutions, where the main target for action was IUCN itself, and 71 Recommendations, where the main target for action was one or more other parties, in some cases in conjunction with IUCN. These documents set out the Union's policy for the next three years on matters as diverse as

conservation in Antarctica, the preparation of national accounts and incidental mortality of sea-birds in long-line fisheries. These are reproduced separately in the three official languages and available from IUCN Headquarters and offices.

Congress Committees played their part too. The Programme Committee looked at the direction of the IUCN Programme and advised that IUCN should ensure that it maintains its reputation in its core competences, the "heartland" of IUCN – species conservation, protected areas and biodiversity issues. The Finance Committee reported that IUCN's finances were sound, indeed in better shape than they have probably ever been.

In this first World Conservation Congress, the Members' Business Session was preceded by a Special Members' Session to agree a new constitution for the Union. I am pleased to say that after exhaustive work before and during the Congress, the members agreed unanimously on new texts for the Statutes, Rules of Procedure and Regulations of the Union. May I place on record the Union's gratitude to all those members who contributed to these debates and especially to Parvez Hassan and his colleagues on the Statutes Review Committee for all their hard work beforehand and at the Congress. It is a tribute to the consensual approach of IUCN that we were able to leave Montreal with unanimous agreement on our new constitution after a thorough and open debate on all options. This Proceedings volume records how the debate proceeded and will, I believe, form a vital record for those whose task it may be to revise the new versions, a task which I trust will not need to be undertaken for many years.

We opened our doors to the public for all the accompanying sessions. At the centre of these was a programme of 57 technical workshops, divided into ten streams. These gave the opportunity for smaller groups to discuss and debate crucial issues in conservation and development. Many of these are reported in the Congress issue of *World Conservation*, the successor to the *IUCN Bulletin*. We also included blue-ribbon panels of Special Events, such as how to communicate environmental issues, reported on here. Canadian Heritage – Parks Canada presented a public exhibition in the Convention Hall, filled with stimulating exhibits from conservation bodies around the world.

We thank all those, especially from Parks Canada, who contributed so substantially to making the Congress such a resounding success.



Resolution 1.111: Vote of Thanks to the Host Country

AWARE that the demanding objectives of a World Conservation Congress of IUCN can only be met when the Session takes place in a well-equipped and efficiently managed setting;

EMPHASIZING that a congenial and friendly atmosphere contributes immensely to success;

NOTING with appreciation that these conditions were met in full measure at the First World Conservation Congress held in Montreal;

The World Conservation Congress at its 1st Session in Montreal, Canada, 14–23 October 1996:

1. WARMLY thanks the Government of Canada for so generously hosting the First World Conservation Congress;
2. EXPRESSES particular thanks to the Honourable Jean Chrétien, Prime Minister of Canada, for honouring the Congress with his presence and welcome at the Opening Ceremony, and to the Honourable Sheila Copps, Deputy Prime Minister and Minister of Canadian Heritage, for her support and that of Parks Canada throughout the period of organization of the Congress, as well as during the Session itself;
3. CONVEYS its appreciation to the Province of Quebec and the City of Montreal for their gracious hospitality and warm welcome;
4. ACKNOWLEDGES with gratitude the dedicated support provided by the local conference organizers, the Montreal Palais des Congrès, the many local volunteer helpers, and all those others who gave generously of their time and knowledge.

Contents

Foreword	iii
Resolution 1.111: Vote of Thanks to the Host Country	v
Acknowledgements	3
Report on the Special Members' Session of the first World Conservation Congress	5
Minutes of the Members' Business Session of the first World Conservation Congress	13
The Workshops	39
Report of the Plenary Panel on the Workshop Results	41
Other Events	49
Annex 1: Agenda Adopted by the 1st Session of the World Conservation Congress	53
Annex 2: Report of the Finance and Audit Committee	56
Annex 3: Report of the Programme Committee	58
Annex 4: Mandates of the IUCN Commissions	61
Annex 5: Award of the John C. Phillips Memorial Medal for Distinguished Service in International Conservation to His Majesty Sultan Qaboos bin Said of the Sultanate of Oman, represented by His Highness Sayyid Shabib bin Taimur Al-Said	67

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Canadian International Development Agency (CIDA)

Canadian Wildlife Service, Ottawa

Cultural and Technical Cooperation Agency (ACCT),
France

Danish Environmental Protection Agency (DANCED)

Danish International Development Agency (DANIDA)

Directorate General for Development Cooperation
(DGCS), Italy

Expo 2000, Hanover, Germany

Finnish International Development Agency (FINNIDA)

Ford Foundation, New York

International Development Research Centre (IDRC),
Ottawa

Ministry of Cooperation, France

Ministry of Foreign Affairs, The Hague, Netherlands

Norwegian Agency for International Development
(NORAD)

Overseas Development Administration (ODA), United
Kingdom (now known as the Department for
International Development)

Swedish International Development Cooperation Agency
(SIDA)

Swiss Agency for Development and Cooperation (SDC)

The European Union, DGXI, Brussels

United Nations Educational, Scientific and Cultural
Organization (UNESCO), Paris

United Nations Office for Project Services (UNOPS),
New York

United States Agency for International Development
(USAID)

US National Parks Service, Department of the Interior,
Washington, D.C.

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Report on the Special Members' Session of the first World Conservation Congress

In this Session, members of the Union considered revised drafts of the Union's constitution – its Statutes, Rules of Procedure and Regulations. The amended documents were formally approved in the Members' Business Session that followed.

Informal Introductory Sitting

On the evening of 12 October, an informal preliminary sitting was held at the Palais des Congrès, which was the venue for the whole Congress, with the aim of introducing members to the Special Session. It was chaired by IUCN President, Dr Jay Hair. First, Mr Tom Lee, Assistant Deputy Minister, Parks Canada, Department of Canadian Heritage, welcomed delegates to Montreal and to the Congress on behalf of the host nation, Canada. Then Mr David Runnalls, IUCN Regional Councillor and Chair of the Congress Steering Committee, introduced delegates to the procedures of the Congress, in particular of the Workshops and the Members' Business Session.

Dr Parvez Hassan, IUCN Legal Adviser and Chair of the Statutes Review Committee, outlined the background to the Special Session to revise the IUCN Statutes. Although amended in 1977, the Statutes were essentially unchanged from when the Union was created, in 1948. At its 19th Session (Buenos Aires, January 1994), the Union's General Assembly had mandated the Council to undertake a full review of the three basic documents of the Union – the Statutes (the constitution of the Union), the Regulations (a series of rules adopted by Council) and the Rules of Procedure (for the General Assembly and now the World Conservation Congress).

Council had created a Statutes Review Committee (SRC), chaired by Dr Hassan. It included representatives from the IUCN Council, from each IUCN region and from the IUCN Commissions. The Committee met over six times, making every effort to involve the membership in its deliberations – by letter, by use of the *IUCN Bulletin* and *Interact*, by a video and through Regional and National Committee meetings. The process was supported by the IUCN Environmental Law Centre and by a drafting committee under Professor Nicholas Robinson.

The aim of the Committee was to create a legal foundation for the Union that would last 50 years. The watchwords were therefore simplicity and flexibility. All fundamental matters

would be covered in the Statutes, which could only be changed by the World Conservation Congress, while the operational aspects would be covered in the Regulations, which could be revised by the IUCN Council and so should respond to changing circumstances.

The proposed changes to the Statutes were of varying significance. Dr Hassan identified the ones of most consequence to members as:

- a) The inclusion of a new membership category of sub-national jurisdictions within States (e.g. a province or state within a State with a decentralized form of government, or an autonomous territory);
- b) A new set of requirements for membership of the Union, to make the process of admission more predictable, and the right for an applicant denied membership by the Council to appeal to the World Conservation Congress;
- c) Recognition in the Statutes for the first time of Regional and National Committees of IUCN members;
- d) A revised set of regions and changes to the methods of electing Regional Councillors;
- e) An improved procedure for submitting motions to the World Congress, with a longer notice period.

The changes proposed to the Regulations were less significant. A principal one (set out in the Statutes) would be to make it slightly more difficult for Council to amend them by introducing a time delay between proposal and adoption, to allow for consultation with members.

It was proposed that the Rules of Procedure be annexed to the Statutes. This meant that the World Congress would have a ready-made set of Rules, but could change them by a simple majority if it wished.

Appointment of Credentials Committee (112th Sitting*)

After initial announcements, introductions and thanks to the host country, the Special Session appointed the following Credentials Committee:

* Sitting numbers of the Special Members' Session continue from those of the preceding 19th Session of the IUCN General Assembly, since the Special Members' Session preceded the Opening Ceremony for the World Conservation Congress.

Lynn Holowesko, Bahamas (Chair)
Sandy Baumgartner, Canada
Eric Edroma, Uganda
Alain Gille, France
Jorge Eduardo Jung, Bolivia
Mohammad Sulayem, Saudi Arabia
Regula Haller (Secretariat)

Adoption of Rules of Procedure (112th Sitting)

The Congress adopted the Rules of Procedure from the 19th Session of the General Assembly (Buenos Aires, 1994), to apply to both the Special Members' Session and the Members' Business Session. The revised version discussed and agreed in the Special Session will therefore come into force at the 2nd World Conservation Congress.

Adoption of the Agenda (112th Sitting)

Congress Paper CGR/1/96/1

The Congress adopted the agenda proposed with minor amendments, as set out in Annex 1.

Revision of the Statutes (112th, 113th, 115th Sittings of the Special Members' Session and 8th Sitting of the Members' Business Session)

Congress Paper CGR/SPS/96/1

In the 112th and 113th Sittings, the Congress debated the proposed changes to the Statutes, using the document provided that compared the original and revised texts side by side. In the 115th Sitting, the Congress returned to several items that had caused particular difficulty. The Congress considered each Article one by one in plenary, though purely linguistic proposals were referred to the Drafting Committee. Wherever possible the Articles were agreed by consensus at this initial stage, to reduce the number needing further discussion.

The Congress returned to the Statutes almost a week later, on Monday 21 and Tuesday 22 October, during the 8th and 9th Sittings of the Congress. The meeting reviewed revised texts of the Statutes, Regulations and Rules of Procedure, made further changes and then adopted them. Whereas the formal approval is recorded in the Minutes of the Members' Business Session of the first World Conservation Congress (see p. 25), the main points of discussion are recorded here. In the report below, these two sittings are termed the "approval session".

At the beginning, Dr Hassan mentioned that a number of proposals had been made since this paper had been distributed, in particular from the regional members meeting in Australia and Oceania, from the State member delegation of Germany, from members in the Central African Republic, from members in Western Europe, from the Environmental Foundation of Sri Lanka and from Conservation International.

Preamble

The Preamble provoked considerable debate, with some delegates proposing an updating of the text. However, following a recommendation of the Statutes Review Committee, it was decided to keep the text as it was, viewing it as a percipient but historic text from the founders of IUCN; the Mission agreed at the 1994 General Assembly is expressed as Article 2* in Part II, Objectives.

Part I. Legal Status

Before the Congress, the State member Germany had proposed a number of amendments to the draft Statutes. These included changes to Article 1 that sets out IUCN's legal status. Following informal meetings during the Congress, their delegation asked in the approval session that it be recorded that they viewed some of the final text as redundant and that had there been a vote they would have voted against the current wording.

Part II. Objectives

In Article 2, which consists of the Union's Mission Statement, the objective of IUCN is stated as "to influence, encourage and assist societies". The delegation of the State member United States raised concerns at the word "influence" and in the approval session asked that it be noted that their understanding of these texts was that the use of the term "influence" did not mean that IUCN should lobby or urge others to lobby the U.S. Congress in contravention of U.S. law. The Chair said that this was his understanding.

Part III. Members

The proposed addition of sub-national jurisdictions as members of IUCN, in Article 4, posed difficulties to a number of delegations, such as those of the State members United Kingdom and New Zealand, and later those of Germany and France. According to one NGO member, the Article as worded would permit each of 37,000 local authorities in France, for example, to join the Union, upsetting the balance of the membership. However, the Parks and Wildlife Commission of the Northern Territory (Australia) argued that sub-national jurisdictions are responsible for a large part of conservation, for example in Australia where state governments are responsible for the national parks. To prevent such governments from becoming members would exclude from membership those responsible for many vital conservation decisions. Two informal shows of hands, at different stages in the debate, found only a small number of supporters for the inclusion of sub-national jurisdictions but because of the importance of the issue and the deep concern of those promoting the addition it was decided to refer the matter to a contact group, chaired by Regional Councillor Antonio Machado.

Discussion continued in the 115th Session, where proponents of the new clause argued that it was unfair and

* Numerical references to Articles of the Statutes refer to the draft texts distributed in advance of the Congress.

detrimental to the work of the Union to exclude bodies who often had prime governmental responsibility for conservation of nature.

In the approval session, the delegation of the State member Germany reported that the contact group had not reached consensus and asked for a formal vote on the question. The delegation did not support the addition of sub-national jurisdictions to the membership, and was supported in this position by the State member delegation for Norway, the Zimbabwe National Environment Trust (speaking on behalf of African members), and the Environment and Conservation Organisations of New Zealand. The latter pointed out that the new wording – "sub-national entities" – was wider than the wording proposed at the beginning of the Congress, which was "sub-national jurisdictions". Antonio Machado defended the new wording, seeing it as opening the door to membership by non-formal jurisdictions who have a certain level of autonomy, such as some indigenous groups. The Sierra Club felt that this key phrase was very unclear, and that agencies dealing with conservation at this level were already eligible for membership. An overwhelming show of voting cards rejected the inclusion of "sub-national entities". Thus the membership categories of the Union are unchanged. The Congress also agreed to reinsert the phrase from the existing Statutes to the effect that in the case of a federal State, government agency members may include organizations, institutions and government departments at central or at state level.

Articles 6 to 9, on admissions to the Union, were debated in the 115th Session and the question of retroactivity explored. The Environment and Conservation Organisations of New Zealand urged that an applicant denied admission should not be able to reapply for five years or longer, rather than the three years proposed; the Union had had to devote too much time and resources to applicants who would not take no for an answer. Others argued that the legitimacy of an applicant could change in three years. In the end, the three-year interval was retained.

In the approval session, the delegation of the State member China suggested that Article 13, on suspension, rescission, expulsion and withdrawal of members, include a new clause to the effect that members should be subject to an ongoing review of their continued eligibility and that in the case of members who did not actively pursue the objectives of IUCN for a period of three years, their suspension or expulsion may be proposed to the Council. The RIE Foundation – Ecological Data Network (Argentina) suggested that this should be broadened to cover members of Commissions also. Regional Councillor Catherine Wallace replied that this had been considered by the Council but rejected as very divisive and that it was very hard to monitor the record of individual members. The proposal was defeated on a show of hands.

Part IV. Organization

The proposed Article 15, listing the components of IUCN, includes for the first time "the National and Regional Committees and Regional Fora of members" as components of IUCN. This presented difficulties for some delegations, such as the State member delegation for Germany, who consider National Committees as purely voluntary and so not a formal component of the Union. Despite these concerns and despite a

further concern that inclusion of this phrase might lead to the Union having financial liability for these Committees and Fora due to their inclusion here, it was agreed to retain the phrase, in the light of the strong commitment from the 19th Session of the General Assembly to build up such Committees and Fora as a vital part of the Union's activities. Concerns were also raised at the replacement of "Director General" by "Secretariat" as one of the components of the Union listed in this Article, but this wording too was retained.

The new set of Regions proposed in the Statutes, in Article 16, with the countries in each listed in the Regulations, failed to find favour with delegates and by a show of hands the Congress decided to maintain the existing Regions. As argued by Plantlife (UK), the choice of Regions did not restrict the partnerships members could make in implementing the programme: UK members could contribute to the programme for West Africa, for example, out of concern for migratory birds. The attempt to combine political necessities for the statutory Regions with the biogeographic ones for the Programme would lead to a morass. Others felt that the huge expansion proposed in the number of countries to West and Central Europe was not justified as it would create an imbalance.

Green Salvation (Kazakhstan), speaking for members present from Central Asia, supported the proposal that countries of Central Asia be in the statutory Region of East Europe and North Asia, as proposed in the revised set of regions. The Institute of Ecology (Ukraine) said that IUCN members in Ukraine would like to be in the West and Central European region.

The *composition* of the regions remains unchanged. However, some changes were made to the *names* of regions:

- r At the request of members there, the former Australia and Oceania region was amended to Oceania.
- r The Mexican Institute of Renewable Natural Resources said that there was a consensus that their region should be called "Meso and South America", rather than "Central and South America", and this was agreed.
- r By a show of hands, the Congress agreed on the name "South and East Asia" for the region known before as "East Asia" in the previous Statutes.
- r Also by a show of hands, the Congress agreed on the name "East Europe, North and Central Asia" for the region known before as "East Europe".

Part V. The World Conservation Congress

The draft of Article 24 proposed that the "World Congress shall meet in ordinary session every fourth year". The Jamaica Conservation and Development Trust asked what this meant, and whether the interval between Congresses was being extended from three to four years. The Wildlife Society of Bangladesh suggested that the Congresses alternate between a developed and a developing region of the world. A show of hands in the 115th Session showed some support for a four-year rather than a three-year interval between each World Congress. The International Council of Environmental Law, speaking in the approval session, opposed this choice and requested a formal vote to retain a three-year rather than change to a four-year cycle for the Congress. The member

argued that there would be severe consequences of a four-year cycle for the Programme and Budget, which would be very difficult to plan. Membership dues for the year 2001 would have to be decided at this Congress. The addition of an extra year would mean the Congress would grow even larger, with even more motions to be discussed. The Congress then voted to retain a three-year cycle, though allowing Council some flexibility as the relevant sentence reads, "The World Congress shall normally meet in ordinary session every third year".

Article 27 covers the election of the President. Under the previous Statutes, a candidate for President could be presented to Congress either through recommendation by the Council, or by nomination directly by at least one fifth of the members in each category. The case was made that it should be easier for a candidate to be nominated by the membership. The Congress decided to allow nomination from 40 members eligible to vote from at least three regions.

On Article 35, under Voting, the Royal Society for the Protection of Birds (UK) expressed concern at the potential power of economic integration organizations wielding block votes. The European Union, for example, could have 25% of the governmental vote once it joined IUCN and if current proposals for its enlargement came to pass. The Society felt it would be better if the European Union, if it was a member of IUCN, acted as a single State member. In reply, the State member delegation of the United Kingdom agreed that it was an important issue but that Member States of the European Union are bound to vote in accordance with the Treaty of Rome on matters in which the Community has competence.

It was decided to maintain the votes of each State member at three rather than increase them to four, as the draft of the Statutes Review Committee had proposed.

The issue of notice periods for the Congress was raised a number of times, with concern to avoid possible conflicting situations. The Congress finally agreed the following notice periods before the opening of the Congress, and these are incorporated in the Statutes and Rules of Procedure:

- r Director General to communicate the date of the next Congress with a provisional agenda – at least nine months in advance;
- r Amendments to change the Statutes to be received by the Secretariat – at least 180 days in advance;
- r The Director General to send members the draft agenda of the Congress and documents requiring approval from Congress – at least 150 days in advance;
- r Members to submit draft motions for Resolutions and Recommendations to the Director General – at least 90 days in advance;
- r Secretariat to send all the draft motions for Resolutions and Recommendations to members – at least 60 days in advance;

At the approval session, the issue of the rights of Affiliate members (Category C) in the Congress was raised. It was clarified that Affiliate members have the right to speak at the Congress and to attend any closed meetings of members that may be held, but not to vote.

Part VI. The Council

The draft proposed by the Statutes Review Committee had outlined a system whereby each Region would automatically have two (as opposed to three as under the previous Statutes) Regional Councillors and that the remaining eight Regional Councillors be distributed to regions according to the number of members present in each region. This was designed in parallel to the proposed new regions; as Regional Councillor Richard Sandbrook argued on behalf of the European members, the proposed new region for West and Central Europe would nearly double the number of States of the present West Europe region, and so additional Councillors were fully justified. Various members objected to this proposal. The Royal Society for Conservation of Nature (Jordan), for example, thought there should be an equal number of seats for each region, as in other international organizations. The delegation of the State member Pakistan and the Sustainable Development Policy Institute (Pakistan) felt that the proposed change could imbalance the Union in favour of industrialized countries. The National Commission for Wildlife Conservation and Development, a Government Agency member from Saudi Arabia, believed that a global union should have fair and even representation among the regions of the world.

A show of hands demonstrated a clear majority for continuing to have three elected Regional Councillors for each of the eight regions, giving 24 Regional Councillors in all, rather than agree to the new proposals or to continue and debate the matter further. This is linked to the decision not to change the existing Regions (see above).

The method for electing Regional Councillors was also debated. The proposed revisions to the Statutes retained the existing system whereby all members elect the Regional Councillors from each Region (instead of only the members from the Region concerned electing their Regional Councillors). A compromise between these methods, whereby the members in a region have a double allocation of votes for the Councillors for their region, proposed by the Wildlife and Nature Protection Society of Sri Lanka, was not adopted. A show of hands later on showed a clear desire not to change the present system in this respect.

The duties of Councillors, covered in Articles 60 to 64, received attention. Bangladesh POUH – Rural Development Organization said that members in Bangladesh had not seen a Councillor in their country for 7 years and felt that the language should be strengthened considerably. Although the wording was not changed, the need for Regional Councillors to consult with members from the countries in their Region was noted.

Part VII. The National and Regional Committees and Regional Fora

A new part of the proposed Statutes, Articles 67–72, covers National and Regional Committees and Regional Fora. The Coastal Area Resource Development and Management Association (Bangladesh) was concerned at the extra bureaucracy that could be created by these structures and that members would not have the time to attend the meetings. The Association was reassured that such structures were entirely voluntary, and in no way reduced the access of members to

Headquarters and the Regional and Country Offices but that they provided a mechanism for providing a clear consensus from the Region to IUCN. Also, such intermediate structures were strongly requested by the 19th Session of the General Assembly. Later on, the Association asked that parliaments and parliamentary committees be considered for membership of the Union.

The inclusion of this section in the Statutes posed some legal problems for some government delegations and concerns over consistency with the Rules of Procedure were raised. The Wildlife Management Institute (USA) found the wording of the section vague and imprecise. The South Africa Nature Foundation could not support this section, which it saw as creating a mass of bureaucracy: South Africa had a fully functioning national committee but it could not meet many of the new requirements in the Statutes and Regulations without large amounts of funding. In their view, the new clauses would destroy rather than encourage National Committees.

A proposed clause giving National Committees their own legal status caused particular concern. This was added so that IUCN would not be liable for any actions such a Committee might take. Some saw this as conflicting with the earlier Article 15, which declared National Committees to be components of the Union. Legal advice was that it was very difficult, if not impossible, to ring-fence an organization against liabilities from one of its components or subsidiaries. Concern was also raised that a separate legal status implied legal incorporation and achieving this might be very difficult in many countries. As the delegation of the State member United Kingdom pointed out, no language in the Statutes could limit IUCN's liability, since any law suit against IUCN would be governed by the laws of that jurisdiction. Members should realize it is impossible to give a cast-iron limit of liability.

Following a suggestion from delegates in the UK, it was agreed that a National Committee may choose between having either a legal personality or rules and procedures approved by Council. The final wording proposed by the Chair of the Statutes Review Committee and agreed by a substantial show of hands was that a National or Regional Committee shall not undertake substantial financial obligations until it has established its own legal personality or procedures acceptable to Council. A statement was added to Article 92 that IUCN shall not be liable for any financial undertakings of National and Regional Committees, though it was appreciated that this did not totally indemnify IUCN. It was agreed that Council should have flexibility in imposing procedures on a National or Regional Committee.

It was decided that the word "regional" in this section does not mean a statutory Region of the Union and that sub-regional groupings could be included. Thus it was quite legitimate for the Meso and South American region to have two Regional Committees, one for Meso-America and one for South America.

In conclusion, the delegation of the State member Denmark, supported later by that of the State member Switzerland, asked it to be recorded that they would not block any consensus on the Statutes, but had there been a vote on this part, they would have voted against its inclusion. In their view, it was for members to decide whether they wanted such Committees or Fora, not a matter for the Statutes.

Part VIII. The Commissions

The Royal Society for the Protection of Birds (UK) and the Sierra Club argued that the Commissions and particularly their sub-groups must have objectives and activities consistent with the policies and objectives of IUCN. It was decided to cover this by a change to the Regulations.

In the approval sitting, the RIE Foundation – Ecological Data Network (Argentina) raised the question of how to remove members from Commissions if they do not act in conformity with IUCN objectives and policies. In their opinion, the Commissions were being used in their countries by members as tools for their own interest. However, no wording could be found to cover their concern.

Parts IX–XIV, on The Secretariat, The Legal Adviser, Finance, Limitation of Financial Liability and Indemnity, Mail Ballot, and External Relations, respectively, did not give cause for substantial debate.

Part XV. Seat

Some delegations questioned Article 99, that "the seat of IUCN should be in Switzerland", in case the Union should ever wish or need to move, but the text was retained on the advice of the State member delegation for Switzerland, who suggested that it was clearer and better to mention the seat of IUCN in the Statutes, so that anyone consulting them would know straight away in which country it was.

Part XVI. Official Languages

Some debate was held on whether the official languages, at present English, French and Spanish, should be included in the Statutes. The proposed draft relegated them to the Regulations but a number of delegations, including the State member delegations for the United Kingdom, France and Spain, and the International Council of Environmental Law argued that they be listed in the Statutes, to make sure that they cannot be changed easily. This was agreed by consensus. Later on, the Association to Combat Erosion, Drought and Desertification in Morocco proposed that Arabic be added as an official language, but this was not agreed.

Parts XVII–XXI, on Regulations, Amendments, Dissolution, Interpretation, and Substitution of Old Statutes, respectively, did not present difficulties. In Article 103, which deals with requests from the members for the Congress to review the Regulations after they were adopted by Council, it was agreed that 40 members could request such a review, bringing the number into line with that used in other Articles.

Revision of the Rules of Procedure of the World Conservation Congress (114th Sitting, 9th Sitting of the Members' Business Session)

Dr Hassan introduced the new text. Although each World Congress is sovereign within its own meeting, it was felt useful to adopt a revised Rules of Procedure as a convenience. Under the Statutes, the Congress could change the Rules by simple majority (Article 30).

The changes proposed were not substantial, but were principally a re-arrangement of items, to put them in a more logical order, changes in the right to speak (Rules 32–41) and changes in the handling of motions.

One proposed change, that draft motions be presented to members 120 (rather than 90) days before the Congress, presented difficulty, since documents on the Congress such as the Programme also have to be submitted 120 days before the meeting to members. Thus it would not be possible for members to submit changes to the Programme in the form of a motion. The State member delegation for the United States pointed out the difficulty that some motions may instruct IUCN to undertake new tasks, yet the Congress adopts a Programme as a separate document. Delegates returned to this question in the approval session and decided to retain the 90-day interval.

The State member delegations for New Zealand and Australia said that the requirement for more sponsors to motions had not reduced the workload of State delegations and proposed that motions be limited to substantive global issues, following the precedent of the World Parks Congress. The growing importance of National and Regional Committees and Fora meant that the World Congress should not deal with purely local issues. However, the Nature Conservation Council of New South Wales (Australia) argued that to move to a hierarchical decision-making process would not be in the interest of grass-roots organizations. National Committees should have a coordinating role but grass-roots organizations should retain the right to submit motions to the World Congress. The Sierra Club pointed out the difficulty of deciding what was of international importance – what one nation does to its resources could be of global significance – and proposed a working group on this topic before the next Congress. The Wilderness Society (Australia) regretted the interventions of State member delegations on this topic, arguing that those wanting to reduce the scope of motions were those most often affected by them.

The delegation of the State member United States also suggested that each draft motion require 4 other members as co-sponsors, including ones from both Category A and Category B members, but as pointed out this would require that any motion submitted by State members would require co-sponsorship by at least one non-governmental member, which may not be acceptable to some governments.

The final rules approved include a new clause that the Resolutions Committee or Working Group shall remit all motions affecting the draft Programme or proposed Commission mandates to the sitting of Congress dealing with the Programme or Commission mandates rather than that for approval of motions. Wildlife Survival (Australia) felt that this was an attempt to limit the influence of members and that members must first be confident that there is a consultative process whereby members could affect the Programme and Commission mandates. However, the Zoological Society of London (UK), while sympathizing with this view, argued that the Union should have only one Programme. The proposed Rule was adopted by a show of hands and is accompanied by Resolution 1.1, on Decision-Making by the World Conservation Congress, which covers this and related topics.

The criteria for submission of motions during the Congress were not substantially changed. Concern was raised, however, to ensure that motions presented as a result of meetings held

during the Congress were only presented from members of the Union and that observers not be given a back-door route to propose motions in this way. Concern was also raised that observers, even members of the Press, had attended contact groups on sensitive motions and on the admission of IFAW to membership; it was agreed to prevent this in future.

The Election Officer, Martin Edwards, suggested that the provision on fractional voting be removed. Under this provision, which was left unchanged in the draft being discussed, if the votes of the NGOs of any one State represented in the Congress exceeded 10 per cent of the total voting rights of the NGO members represented and eligible to vote in the Congress, their individual votes be reduced proportionately. With the growing number of NGO members around the world, this complicated provision was no longer needed. After further discussion later, it was agreed to drop this provision as no longer relevant.

In the approval session, the Election Officer also presented a proposal to change the voting system from a preferential system to a first-past-the-post system. Regional Councillor Catherine Wallace considered that this deprived members of the right of preference and to rank candidates. Various member delegations questioned the wisdom of the change and others, such as the delegations of the State member United States and the Africa Resources Trust (Zimbabwe) questioned the timing of the introduction of this change. It was decided not to adopt the proposed change and refer the matter to the incoming Council. A few minor changes proposed by the Statutes Review Committee to make the ballot papers simpler and clearer were adopted without debate.

Other revisions made included changes to the system of credentials and the procedure for members to nominate their delegate(s) and empower them to vote. A proposal to ensure interpretation between the three official languages of the Union be extended to contact groups was handled in approved Resolution 1.2 rather than in the Rules of Procedure.

A contact group on the Rules of Procedure chaired by Catherine Wallace met during the Congress. The Rules of Procedure were adopted by a simple majority in the 9th Sitting of the World Conservation Congress, as an Annex to the Statutes.

Revision of the Regulations (114th Sitting, 9th Sitting of the Members' Business Session)

The amended draft Regulations were debated in the various plenaries. A number of revisions were made. Key changes included:

- r That international NGOs eligible to join the Union should have a legal structure that requires periodic election or appointment of its officers (as national NGOs are required to do); a proposal that such a body have at least 100 members was rejected as being unfair to international NGOs working in small island States;
- r The proposal for a national NGO to have 500 members was removed in the light of concerns raised on behalf of small island states;
- r Clauses were added to define the way decisions of the Bureau take effect (Bureau is a committee of Council).

- r A requirement was added that the Chairs of Commissions, in appointing their Steering Committee, shall consult widely with members of the Commission and that these Steering Committees shall reflect a balance of technical qualification, geographic representation, diversity of points of view, and gender equity. Also, the objectives and policies of specialist groups of Commissions shall conform with those of the Union;
- r Several duties were added to the list of responsibilities of national and regional committees and to the list of responsibilities of the Director General with respect to these committees;
- r Membership dues are payable on the first day of each calendar year.

An additional clause was added (formerly in the Rules of Procedure) that the Council appoint a Resolutions Working Group before the Congress to guide members on the submission of motions and prepare motions for submission to the Resolutions Committee and the Congress. The intention was that it may be possible to discuss draft texts using electronic means, and to consolidate motions, before the Congress opened, so as to save time and reduce the work load of contact groups at the Congress. This approach had been adopted for the Antarctic Resolution at the present Congress; as a result only a short meeting was needed during the Congress, in contrast to previous General Assemblies where Antarctic policy had caused much difficulty. It was emphasized that the Working Group could only work with sponsors of motions. The provision was adopted by a show of hands.

Concern was raised on a draft clause in Regulation 34 to the effect that the Council shall not nominate more than two candidates for Commission Chairs from any one State. The clause was later deleted from the Regulation and a provision made in Article 40 of the Statutes that only two Chairs of Commissions shall be from the same State.

WWF-India suggested a clause be added requiring National Committees to be registered according to the laws of the State, so as to obtain tax concessions, but this did not meet general support. The RIE Foundation – Ecological Data Network (Argentina) also raised two issues: first, what should happen when a Regional Committee takes action that is counter to IUCN objectives and policies? Second, the Foundation suggested that rules were needed for Headquarters staff; at the last CITES Conference of Parties, the delegate claimed, IUCN did not listen to its NGO members. The Foundation asked to know what the IUCN line would be at international meetings.

The Nature Conservation Council of New South Wales (Australia) believed that the Regulations, as proposed, did not meet modern standards of corporate governance and proposed a new clause requiring the Director General to implement risk-management strategies.

The Zoological Society of London (UK), represented by former Director General Sir Martin Holdgate, argued that Commissions must be accountable to the Union for any funds raised by their Chairs or other officers for Commission activities, and so would in formal terms be accounting officers to IUCN. This should be considered further by the incoming Council.

Other matters

In the 114th Sitting, Regional Councillor Mohamed Ali Abrougui reported that a delegate from Libya had not been granted a visa to Canada for the Congress. He requested that the Congress note this and that a visa be allowed for the participant. In the next Sitting the representative of the host country, Canada, replied that it was their understanding that four applications were received from Libya for individuals to attend the Congress. Three visas had been granted. A fourth person had been refused a visa, having been previously deemed inadmissible to Canada under the Canadian Immigration Act.

It was also reported that the delegate of a new member of the Union from Afghanistan, which currently had its seat in Pakistan, had also not been granted a visa. The Director General reported at the end of the 114th Sitting that the matter was a direct result of the communication difficulties in Afghanistan. The Canadian Embassy had asked IUCN to vouch for a delegate claiming to represent an IUCN member from Afghanistan. The IUCN Office in Pakistan was able to assure the Embassy that the organization was an IUCN member but was not able to confirm that the delegate concerned was its accredited representative.

In the 115th Sitting, the President apologized on behalf of the Secretariat for an error in the June 1996 edition of the IUCN Membership List. The NGO member 'Movement of Ecologists of Macedonia' should be listed under the country name 'The Former Yugoslav Republic of Macedonia (TFYROM)'. The Secretariat assured members that future editions of the Membership List would be amended accordingly.

Minutes of the Members' Business Session of the first World Conservation Congress

In the Members' Business Session the members of IUCN considered the work of the Union in the previous triennium, agreed on the Programme and Budget for the next three years, elected their officials and considered other items of a business nature put before them. They also agreed the Resolutions and Recommendations of the Congress (printed separately).

Opening Ceremony (1)*

The Prime Minister of Canada opened the first World Conservation Congress at a ceremony in the Place des Arts, Montreal, on the evening of 14 October 1996.

After opening remarks by IUCN President Jay Hair, the Congress was addressed by Mr Pierre Bourque, Mayor of Montreal and Honorary President of the Congress, by the Hon. Sheila Copps, Deputy Prime Minister and Minister of Canadian Heritage, and by Mr Bernard Landry, Deputy Premier of Quebec and Minister of State for the Economy and Finance. A message from Canadian young people added a youthful flavour to the evening. After these speeches, the Rt. Hon. Jean Chretien, Prime Minister of Canada, spoke of the conservation work being done in Canada and formally opened the Congress. Delegates then had the pleasure of hearing the Montreal Symphony Orchestra, conducted by Charles Dutoit, play a short programme of classical music and accompany the famous Canadian singer Marie Denise Pelletier, before enjoying a generous cocktail reception.

Later in the week, the Canadian hosts also entertained the delegates with an evening at the Montreal ice rink, where they watched top Canadian ice dancers performing on the ice and could then try their hand at ice-skating with a little help for the unsteady from their friendly Canadian hosts.

Introduction (2:1)

The Members Business Session opened at 0900 hrs on Tuesday 15 October. The President of IUCN, Jay Hair, paid tribute to the Canadian hosts for the impressive opening ceremony and thanked the Canadian Organizing Committee and the contributing agencies and departments in Canada for their contribution to the organization of the Congress. He also thanked the many international agencies whose support had enabled IUCN to cover the attendance costs of over 400 delegates from around the world. He read out friendly greetings from Nelson Mandela, President of South Africa, and Victor Chernomyrdin, Prime Minister of the Russian Federation. Later on, he read out a message of welcome from Al Gore, Vice President of the United States.

He then introduced HM Queen Noor Al-Hussein, Queen of the Hashemite Kingdom of Jordan and a Patron of IUCN. Queen Noor made a speech on the importance of the work of IUCN and the particular contribution it was making in the Middle East. She spoke also of recent conservation efforts in Jordan, reminding delegates that the country had had effective range management systems as long ago as the 7th Century AD.

The Hon. Sheila Copps, Deputy Prime Minister of Canada and Minister of Canadian Heritage, then spoke. She outlined some of the remarkable natural features of Canada, the world's second largest country. She announced the establishment of two new national parks in the Canadian Arctic – on Bathurst Island and around Wager Bay – and told delegates that since January 1996 Canada had set aside for conservation an area larger than that of Switzerland. She outlined various other conservation initiatives in Canada, stressing the importance of involving people in conservation.

IUCN Regional Councillor from Canada, David Runnalls, then welcomed delegates to Canada and outlined the complex programme of the Congress.

The President reported that the previous day the People's Republic of China had been admitted as a State member of IUCN and that since the last General Assembly in Buenos Aires, Argentina (January 1994), an encouraging number of 103 new members had been admitted to the Union.

* Numbers in the brackets are the Sitting Numbers - see the Agenda on pages 53–55. Where a second number is given after a colon, this is the number of the agenda item in the Sitting.

Adoption of the Agenda (2:2)

Congress Paper CGR/1/96/1

The Congress confirmed the adoption of the Agenda with minor amendments, as set out in Annex 1, following its adoption in the Special Session earlier (Decision 1).

Appointment of Committees (2:3)

The Congress appointed the following Committees and approved their Terms of Reference (Decision 2):

a) Finance and Audit Committee

Boyman Mancama, Zimbabwe (Chair)
Armando Hernandez, Venezuela
Frits Hesselink, Netherlands
Veit Koester, Denmark
Anis Mouasher, Jordan
Don Person, Switzerland
David Smith, Jamaica
Jürgen Wenderoth, Germany
Maria Grazia Iuri (Secretariat)

b) Resolutions Committee

Alicia Bárcena, Mexico (Chair)
Mohamed Ali Abrougui, Tunisia
Grethel Aguilar, Costa Rica
Lein Berit, Norway
Curtis Bohlen, USA (Vice Chair)
Pierre Galland, Switzerland
Mira Mileva, Bulgaria
Khawar Mumtaz, Pakistan
Perez Olindo, Kenya
Adrian Phillips, United Kingdom
Jacques Prescott, Canada
Alexandra Sánchez de Lozada, Bolivia
Diane Tarte, Australia
Marcel Vernooy, Netherlands
Aban Kabraji (Secretariat)

c) Programme Committee

Richard Sandbrook, UK (Chair)
Jose Francisco Acosta, El Salvador
Sadiq Al-Muscatti, Oman
Bruce Amos, Canada
Patrick Blandin, France
Corazon Catibog-Sinha, Philippines
Augusta Henriques, Guinea-Bissau
Brahim Haddane, Morocco
Yolanda Kakabadse, Ecuador
Mohamed Saleh Noor, Malaysia
Frantisek Urban, Czech Republic
Gerry Willems, Netherlands
Patrick Dugan (Secretariat)

In the Technical Meeting, the President announced that Augusta Henriques from Africa was not able to serve on the

Programme Committee and that Wilbur Ottichilo from Kenya had agreed to take her place.

The Credentials Committee had already been appointed in the 112th Sitting of the Special Members Session (see above).

Reports on the Activities of the Union (2:4)

Congress Paper CGR/1/96/2 with Annexes 1–7 and Addendum 1, CGR/1/96/3, CGR/1/96/4

The Director General, David McDowell, introduced the written reports. He believed that he had received a revolutionary mandate from the Buenos Aires General Assembly and that in the 32 months since then the Union had achieved more of the strategy adopted at that time than might have been thought possible. He had found the Mission Statement approved then to be an excellent guide that had stood the test of time and had taken his primary direction from Buenos Aires to make the Union mission-led and constituency-driven.

Highlights included:

- r The existence of over 30 National Committees of members with over 10 more being created;
- r A renewed active partnership with the main international agencies involved in conservation – the World Bank, the Global Environment Facility, UNEP, UNDP and WWF;
- r The continued development of the Commissions, as the vital volunteer wing of the Union increasingly integrated into the overall IUCN Programme, though their full potential had still to be reached.

Perhaps the most significant achievement was the continued process of regionalization, and the decentralization of the Union's operations, as decision-making was pushed out to the regions. Over 60% of the Union's funds were now spent in the regions, compared with 40% two years ago. The regional programmes were all about building capacity, empowering people to conserve biodiversity. The Headquarters staff had been downsized from a high of 130 staff to 105 today.

Looking forward, he saw the Programme for the next 3 years as continuing to be based on the Strategy adopted in Buenos Aires, and developed through a bottom-up process by the members. It was important to make sure too that centrifugal tendencies resulting from decentralization did not lead to disintegration, stressing the importance of a strong centre and clear consistent policies across the Union. With its clear Mission and with the right structures now in place, the Union could accelerate towards the millennium to cope with the ever-rising threats to biodiversity. The battle was far from being won.

- r He saw four areas for improvement. The Union must:
 - become more focused;
- r get its messages out more effectively;
- r be more innovative in mobilizing human and financial resources;
- r serve the members and networks better.

In particular he appealed to the Union's main donors for more flexible programme support, pointing out that IUCN generates

five times more programme ideas than it has funds to carry out. He pledged a personal commitment to improving the Union's communications and fund-raising. Modern methods of electronic communication were a great way for the Union to help small and remote members and partners and to keep everyone in touch.

In concluding, he welcomed all the new members of IUCN, drawing attention to the 9 new State members, which include China and Japan. He thanked the President and Councillors for their contribution over the triennium. He paid tribute to the commitment and loyalty of staff during the painful restructuring over the last three years and thanked them for their hard work.

The two Assistant Directors General then made brief reports. Mersie Ejigu, responsible for the Programme, outlined some key trends in conservation and their impact on the IUCN Programme. These were:

- r The growing prominence of biodiversity as an integrative concept in conservation, marked by the unmatched political support for the Convention on Biological Diversity;
- r An appreciation that biodiversity is even more threatened than had been thought previously, as shown by the growing number of species on the annual IUCN Red Lists of Animals and the realization that alien invasive species are a major but under-appreciated threat to biodiversity;
- r A shift in management approaches on natural resources, with the acceptance of the integrated approach as the only effective way to conserve ecosystems, an idea at the heart of the new Commission on Ecosystem Management;
- r A widespread devolution of responsibility for natural resource management from governments to local authorities, leading to a great need for capacity-building at the local level;
- r The growth of environmental economics as a valuable conservation tool that helps to internalize and value the losses and benefits of biodiversity;
- r The emerging use of information technology, accelerated by a revolution in electronic communications.

He briefly outlined how the IUCN Programme had adapted to these trends. It was now driven by the membership and incorporated the expertise of the Commissions. A network on sustainable use was being built. The Biodiversity Conservation Information Service (BCIS) was being developed as a way of organizing and combining information on biodiversity. The Union was successfully tilting development policy towards conservation as shown for example by its work in helping prepare the European Union's Strategy for Protected Areas in Africa, the Caribbean and the Pacific, and its help in creating the International Center for Trade and Sustainable Development in Geneva.

George Greene, the Assistant Director General responsible for constituency development, reported that IUCN now had 913 member institutions and organizations, an increase of 16% since the last General Assembly. The most rapid increases were in Latin America, Africa and Eastern Europe. This was paralleled by a growing maturity in the so-called intermediate structures, such as Regional and National Committees. But the increased number of members does pose a challenge to the Union, in terms of managing services.

The Mission of IUCN can, he continued, be carried out in two main ways – by implementing the Programme and by engaging IUCN members and other partners in the work of the Union. There was a need to mobilize the largely untapped potential of members to influence conservation by advocacy and by joint programmes with IUCN.

During the next triennium he planned a more systematic approach to membership and partnership development by:

- r Collaborating with funding partners on the basis of shared policy and programme objectives, and involving joint design of initiatives;
- r Continuing to influence and engage multilateral partners;
- r Improving coordination with international NGOs, including joint initiatives and consolidation where appropriate;
- r A renewed approach to the business sector, including where appropriate joint efforts.

Five of the six Commission Chairs then presented short reports on the work of their Commissions over the past triennium, highlighting key points from their written reports. Frits Hesselink reported on the work of the Commission on Education and Communication (CEC), Parvez Hassan on the Commission on Environmental Law (CEL), Hans Lundberg on the Commission on Ecosystem Management (CEM), Adrian Phillips on the Commission on National Parks and Protected Areas (CNPPA) and George Rabb on the Species Survival Commission (SSC). The report on the work of the Commission on Environmental Strategy and Planning (CESP) was presented by Liberty Mhlanga, Deputy Chair, in the absence of the Chair, Ted Trzyna, due to illness.

After the CNPPA report, Bing Lucas, a previous Chair of this Commission, told the Congress that the Commission recommended its name be changed to "The World Commission on Protected Areas". The CNPPA Steering Committee had agreed the matter after discussing it at some length and although there was not unanimity on the proposal, there was a consensus that the present name was unsatisfactory, being too long, unmemorable and internally inconsistent – national parks are one type of protected area – , making it difficult to market the Commission and raise the funds needed for its work. The change was subsequently approved in Resolution 1.3.

After the SSC report, the Environment Agency of Japan congratulated IUCN on devising the Red List of Threatened Animals, but considered that the 1996 List, just published, was not as scrupulous in some areas in its objectivity or scientific base as the earlier versions. The listings for marine fish were developed at a meeting held in collaboration with IUCN in London in April 1996, but the delegation argued that it had consisted of very few scientists with knowledge of marine fish species. The meeting had recommended over 100 species of fish, including tuna and shark species, be listed. A subsequent meeting of the Shark Specialist Group of SSC in Brisbane had proposed most of the shark species not be listed, but IUCN did not follow their recommendations in the published Red List. The London meeting had been charged with considering to what extent the new IUCN criteria for degree of threat would apply to marine fish, but according to the Agency this had not been discussed. Species under effective conservation management programmes such as tuna cannot be considered as threatened with extinction. IUCN was urged to adopt stronger quality controls over input to the Red List and prevent special

interest groups from using IUCN to promote their own agendas.

In reply, the delegate of the Zoological Society of London, which had organized and chaired the meeting, emphasized that the Society seeks to maintain at all times the highest standards of professional and scientific integrity. The Society was convinced that the meeting referred to had been conducted in a highly professional manner and had maintained standards of scientific rigour. It was a joint meeting with IUCN and WWF, and involved 25 specialists, the majority of whom were marine fish specialists or marine biologists, and included two specialists from the Japanese Fisheries Agency. He asked that the issue be referred to a discussion between the Chair and the Steering Committee of SSC and the Japanese colleagues, so that it could be resolved to the satisfaction of all. The SSC Chair, George Rabb, argued that there was very little room for choice in the demanding system of categorization devised by SSC. The Red List was a living document, available on the World Wide Web, and already the listings for sharks had been updated from those in the published version.

Such discussions subsequently took place and the resulting views are reflected in various Resolutions and Recommendations of the Congress, in particular Resolution 1.4 on the Species Survival Commission; this asks SSC to complete its review of the Red List Categories and Criteria to ensure the categories are effective indicators of risk of extinction, especially in relation to marine species, particularly fish, and certain other groups of animals. The Resolution also urges SSC to make users of the present List more aware that the listings for some species of marine fish are based on criteria that may not be appropriate for assessing the risk of extinction for these species and that the criteria are under review.

The Finances of IUCN (2:5,12:2)

Congress Paper CGR/1/96/5

The President introduced IUCN's newly appointed Chief Financial Officer, Maria Grazia Iuri, and the Treasurer, Don Person, who presented his report.

The Treasurer considered that the finances of the Union were sound. Management had achieved its objective of creating a financial reserve, which now stood at SFr 5.6 m. Overall income had levelled off during the triennium, with a slight decrease in unrestricted income (but this is partly the result of the change to accruals accounting from 1996). The challenge was now to improve the links between budgetary planning and fund-raising matters on the one hand and the conservation programme of the Union on the other.

In the current year, expenditure at headquarters was 40% of the total expenditure, whereas it was 70% in 1991. The increased decentralization of the Union had required effective financial mechanisms and did increase the financial risks to the Union. The Business Committee of Council, chaired by David Smith, had met regularly, linking Council with the Secretariat and increasing the transparency of the financial arrangements of the Union.

He presented the updated projections. In 1996, the Union had a projected deficit of SFr 600,000, mainly due to exchange rate fluctuations, especially the very high Swiss Franc. It is difficult to anticipate such fluctuations and to obtain protection

against them without cost or increased risk.

Boyman Mancama, Chair of the Finance and Audit Committee, presented his report in the 10th Sitting, reading out 10 Recommendations (Annex 2). These were adopted in full. By this decision, the Congress adopted the report of the Treasurer and Director General on the finances of IUCN in the triennium 1994–1996. (Decision 3)

Report of the Credentials Committee (114th Sitting, 3:1, 4, 8)

The Chair of the Credentials Committee presented its first report in the 114th Sitting of the Special Members' Session (14 October). It reported again in the 3rd Sitting, 4th Sitting and 8th Sittings of the World Conservation Congress (Members' Business Session).

As outlined in the final report, the total number of votes available for casting at the Congress was calculated as follows:

Category A (governmental) members: 195 votes

Category B (non-governmental) members: 475 votes.

Since the votes from no one State exceeded 10% of the total voting rights of the members in the NGO category, there was no need for a fractional vote under Article II, para 20a of the existing Statutes.

The Committee had agreed a number of Recommendations on the operating procedures, which were forwarded to the incoming Council*

Preparing a Vision for the Union in the 21st Century (3:2, TM[†], 13:1)

Congress Paper CGR/1/96/8

The Director General explained the participatory process developed by Council to prepare a vision for the Union in the 21st century and outlined in the Congress Paper. It would be a three-stage process: first, the technical workshops during the present Congress, from which rapporteurs would draw together ideas for the plenary panel on 21 October on the workshop results. Then, after the Congress, the ball will be thrown to members and Commissions and other networks over the next

* In a letter to IUCN after the Congress, the Chair of the Credentials Committee stated that the Committee recommended that in future the Council make policy decisions before the Congress on the voting rights of members whose dues had been in arrears for some time, so that the Committee would not have to make invidious decisions on these matters. She also stated that the Committee had adopted a fairly strict criteria for evaluation of credentials and that this had been criticized by some members. The Committee nevertheless believed that the established criteria should be followed strictly in the interest of all the members.

† Technical Meeting, held in the evening of 15 October.

two years, to follow-up with national, regional and technical meetings. Finally, several representative and Union-wide meetings will attempt to pull together the emerging consensus - for consideration at the next World Conservation Congress. One outcome would be a new Strategic Plan for the early years of the 21st century. This is essentially an exercise for members and networks, with support from the Secretariat.

IUCN's Chief Scientist, Jeff McNeely, had produced an informal paper to start the process. One conclusion of the paper was that predicting the future is a risky business, and that the Union may have to look at a number of scenarios. The work of the Union may remain focused on conservation of biodiversity and sustainable use of natural resources, but the ways that these are tackled may change dramatically.

Personally the Director General believed that the way to achieve sustainability is by changing human behaviour, yet the conservation world is still weak in the arts of communication and influence. He felt a great need to lift the Union's expertise in communications. Equally important is getting the right people round the table: IUCN was now much better at involving grass-roots communities in its work. The challenge remains of how to engage the private sector, not so much as funders but to change their behaviour and work with them as partners and resource managers.

He suggested some other shifts in emphasis for members to consider:

- r Addressing the issue of environmental security, as well as the importance of conflict resolution;
- r Helping to settle regional and local issues by consultation and quiet diplomacy, but taking a stronger more advocative stand on global issues;
- r Throwing further light on the philosophy and practices of sustainable use of wildlife;
- r Modifying international legal instruments to make it possible to implement and enforce them;
- r Expanding the work on the threat from invasive species and on how to rehabilitate ecosystems;
- r Widening the work on biodiversity by taking a more integrative approach.

He invited frank feedback from members on the process, timetable and substance of this exercise.

The proposal was discussed in the Technical Meeting later that day. The Zoological Society of London (UK) considered the vision document by Jeff McNeely to be very impressive and valuable. It rightly emphasizes the dominant role of the private sector in transferring funds that in certain ways may compensate for dwindling official development assistance. If the major role of the private sector and sub-national government bodies in setting the environmental future is accepted, the delegate questioned whether it was wise for IUCN to hold business organizations and sub-national government bodies at arms' length. He also argued that the Union should find a formula to bring sub-national jurisdictions back into IUCN. If Jeff McNeely's paper is right, "the new Statutes may be out of date sooner than we hope!"

The Environment and Conservation Organisations of New Zealand believed there were many ways of influencing the private sector but that influence must be in the right direction and not by allowing business organizations to become

members of the Union and exert undue influence on it.

The Coastal Area Resource Development and Management Association (Bangladesh) considered that the admission of sub-national jurisdictions as members of IUCN would lead to competition with NGOs and emphasized the importance of safeguarding transnational resources such as water.

The Congress returned briefly to this item in the 13th and final Sitting. The Director General noted the substantial debate on the Union's future during the Congress. This all needed to be absorbed and analysed. He asked for the support of Congress to prepare a revised paper for Council and to map out a way forward up to the next World Conservation Congress. This would propose the use of a loose framework of Regional and National Committees, together with several Union-wide meetings in 1998 and 1999 to establish a Union-wide consensus on the vision for the Union in the 21st Century. *The Congress accepted this proposal. (Decision 4)*

The triennial Programme and Budget (3:2, TM; 12:6)

Congress Papers CGR/1/96/9 (and Addendum 1) and CGR/1/96/10

Introduction

Mersie Ejigu, Assistant Director General, Policy and Programme, introduced the draft Programme for 1997–1999 in the 3rd Sitting. The Programme had been designed to achieve several important aims:

- a) A focus on the needs identified by the members. Its implementation and further development would be with and through the members, using structures such as National and Regional Committees. Increased regionalization will support the membership and help strengthen their capacity. Closer links between members, Commissions and Secretariat will also contribute. One particular target is to create national biodiversity conservation groups.
- b) Better use of networks, through increased involvement of the Commissions, through better use of integrated approaches (for example by creating regional sustainable use specialist networks), and through recruiting new talent into the networks.
- c) The emergence of a new programme culture – one that integrates policy and programme, that evaluates its own performance, that communicates effectively, and that is orientated to service.
- d) Increased IUCN influence on global policies and conventions, such as through partnership agreements with multi-lateral development bodies, financial institutions, regional banks and the European Union.
- e) Expanded capacity to manage the information needed for policy-making and management, in particular to start implementation of the Biodiversity Conservation Information System (BCIS).

He concluded that only a small part of the Programme would be funded from core sources. Therefore successful implemen-

tation will depend on the Union's ability to fund-raise for the programme.

Eight round-table discussions in the afternoon of the same day, each covering IUCN's work in a different region, considered the Programme, followed by a plenary Technical Meeting in the evening, where the following comments were made.

Discussion

The delegation of the State member Netherlands considered that IUCN should focus on issues related to the conservation of biodiversity, natural ecosystems and natural resources, with a special focus on the conservation and sustainable management of forests and wetlands. In doing so, IUCN should cooperate as far as possible with all relevant international organizations and fora, in particular with the Convention on Biological Diversity and the Ramsar, Bonn and CITES Conventions, as well as with UNEP, the World Bank and the Global Environment Facility. Where issues of concern for IUCN are being dealt with by international fora, IUCN should provide support and guidance, but not take over or duplicate the work being done. The delegation of the State member Netherlands supported the recommendations of the external review and suggested they be taken into account by the Programme Committee. This delegation also asked IUCN to continue to work for a better North-South balance and on gender equity in all its components.

The delegation of the State member United States valued the diversity and breadth of IUCN, and the dialogue between governments and NGOs. A number of areas where the United States were leaders in conservation were outlined. It considered that IUCN, especially its Commissions, plays a leading role in the global assessment and monitoring of biodiversity. The Regional and Country Offices could have a large impact, freeing up Headquarters to deal with global issues. The United States welcomed links between such offices and local organizations. However, as IUCN takes a more assertive role, it must avoid excessive politicization and retain its credibility as a technical and scientific body. The growth in membership was welcomed. Some small textual amendments were proposed to the draft Programme document.

There was applause when the delegation of the new State member China took the floor and thanked the Congress for its warm welcome. China considered that the proposed Programme was very good. For Northeast Asia, 7 clear and practical objectives were listed. For example, the Programme stresses wildlife protection and traditional medicine. Both are very important issues for the region, drawing together traditional and modern cultures, ethics, religion and history. The delegation supported the establishment of a Regional Committee for Northeast Asia, where regional activities could be better organized, and welcomed the meeting of the North Asian Biodiversity Forum to be held in China. They also argued that it was vital to raise more funds for conservation and hoped the developed countries would support IUCN financially in implementing its Programme.

The Zoological Society of London (UK) gave strong support to the four primary goals and the Programme priorities, outlined in Part III of the Programme document, but expressed concern at the great breadth of the Programme. It has much on communications, interaction, capacity-building and policy

development, but these have no added value, indeed many are a net cost, unless they lead to implementation. More emphasis is needed on practical tools that will help conservation and resource managers. For example the Intergovernmental Panel on Forests of the UN Commission for Sustainable Development is considering a diagnostic tool that will help countries evaluate the causes of forest destruction and degradation, providing indicators that define the nature of a healthy ecosystem and criteria for measuring movement to and from such a state. Similarly, guidelines on sustainable use could be valuable in helping communities who wish to use their wild biological resources sustainably.

Greenpeace Australia emphasized five points on global aspects of the proposed programme:

- a) Jeff McNeely's vision paper makes clear that climate change is critical to the future habitability of the planet. The December 1997 Kyoto meeting, where governments will come together to negotiate legally binding CO₂ emissions, should be given priority among international meetings.
- b) Persistent Organic Pollutants (POPs) are a serious and growing threat to the planet and its inhabitants. During the next triennium IUCN should assist and promote negotiation of a global, legally binding POPs instrument following the UNEP Governing Council decision expected at its 19th Session in early 1997.
- c) An increasing number of fish stocks around the world are at risk. Excess fishing capacity demands the focused attention of IUCN's Marine Programme. IUCN should help advance the debate, ensuring that the precautionary approach to fisheries management is applied and that regional and national agreements build upon the recent UN Fish Agreement on this issue.
- d) Forests around the world are in crisis but the global community is failing to come to grips with this issue. In Greenpeace's view, the Intergovernmental Panel on Forests (IPF) is unlikely to come up with an effective agenda for what needs to be done. IUCN should contribute its technical, scientific and policy advice to help redress this.
- e) IUCN deserves praise for its recent creation of an NGO Centre on Trade and Sustainable Development. Nonetheless, much more attention and resources are needed to matters of trade and its impacts on sustainable development. There should be one or more trade experts within each Commission and Programme, and the whole Union should tackle this issue vigorously, including giving it attention at the forthcoming Earth Summit 5-year review.

According to the Royal Society for the Protection of Birds (UK), the Director General had said the Union should become more focused but that at over 50 pages the proposed Programme would not help achieve this. The fact that so few members were participating in the debate showed that the membership did not feel engaged by the Programme. From the document presented it was impossible to tell what IUCN was really going to do. For example, priority actions in Europe are "Development of tools for implementation of policies such as: ecological networks; economic instruments; national biodiversity strategies and action plans". The Union cannot do all these actions comprehensively because of lack of resources. If only

part is covered, which part? Further the plan lacks a clear benchmark against which success can be measured. There is only one worthwhile benchmark for IUCN, he considered – the status of biodiversity, that is species. He also felt that the Commissions do not relate clearly to each other nor to the regions, nor to clear benchmarks. To improve the Programme, he considered that the Union should set clear benchmarks based on the work of the Species Survival Commission, to deliver biodiversity conservation. He had a vision of a much shorter document which faced up to the real choices that have to be made. More is not better – it is worse because it obscures clarity and inhibits participation.

The Royal Forest and Bird Protection Society of New Zealand commended the establishment of a Protected Areas and Natural Heritage Group in the IUCN Secretariat, to bring two programmes concerned closer together. He particularly commended the greater integration of IUCN's important work in support of the World Heritage Convention, which has a higher profile in many countries than is often realized.

The Malaysian Nature Society congratulated the Director General on the vision document (see above). IUCN should be the global watchdog for the integrity of nature. The Director General's report to the Congress gave a very comprehensive account of the challenge before the organization but from the viewpoint of an administrator and manager. As a result, it gives a rather dry impression. The test of IUCN is not in terms of the number of meetings, publications and similar outputs but in how much nature has been saved. The Society asked that the Director General give the Congress an account of the state of nature in the world. For example, how many parks had been formed, how many species lost, since the last General Assembly? What is the outcome of all IUCN's activity? Such a report would provide the benchmark that the Congress needs. Later on, the Nature Conservation Council of New South Wales (Australia) suggested that IUCN could know if it had succeeded by use of indicators such as the increase in protected areas due to IUCN interventions, the increase in the number of species recovery programmes, the reduction in threats and increased funding for conservation.

The International Foundation for the Conservation of Wildlife (France) supported the emphasis in the Programme on partnership and suggested some additional partners be added – with sub-national wildlife management institutions and agencies, such as state and provincial wildlife departments, with sport-hunting and fishing organizations, particularly in North America and Europe where the Foundation claimed sportsmen had been the principal conservationists, and with ecotourism organizations, both safari-hunting and photographic, as they make a substantial contribution to conservation of wildlife and biodiversity.

The observer from the UN Food and Agriculture Organization brought greetings from the FAO Director General and congratulated the Union on the Programme document. He emphasized the human dimension to conservation: 800 million people are hungry, a similar number do not have access to acceptable drinking water and 200 million children have no access to the bare necessities of life. FAO is carrying out an assessment of forests for the year 2000 and would like to work with IUCN on this. He outlined some existing points of contact such as over CITES and SSC, and saw scope for further collaboration in future.

EcoCiencia (Ecuador) proposed that IUCN contribute

legal expertise for biodiversity conservation. Many local communities place a very high priority on the protection of their intellectual property rights. The management and control of alien species was as important as the control of genetically modified organisms and IUCN should push for control of alien species to be covered by an intergovernmental agreement.

Some of the discussion related to the programmes for specific regions. The Jamaica Conservation and Development Trust reported on the Round-Table Meeting for North America and the Caribbean, where concern had been raised over the lack of a Caribbean programme. The Caribbean is important for migratory birds and has 20% of the world's coral reefs, as well as many endemic plants and animals, demonstrating its global importance. Some States are considering membership of the Union, yet there is no IUCN programme for the Caribbean. The delegates from the region would submit suggestions for such a programme. The Caribbean Conservation Association supported these points and offered assistance to IUCN in developing and implementing a Caribbean programme.

The Environment and Conservation Organisations of New Zealand intervened on the section of the Programme for Oceania. This part of the document had been written before the June 1996 regional members meeting. Links with the South Pacific Regional Environment Programme (SPREP) are important, but SPREP is intergovernmental and does not provide much scope for NGO participation. Concern was raised at the excessive use of forests in the region. The meeting had also noted the initiative from Australia and New Zealand for a serial application for listing Subantarctic islands as World Heritage sites. The meeting also called for a regional marine workshop. The record of the June 1996 meeting would be made available to the Programme Committee. The same member also commented on the section for Antarctica. A meeting on 13 October of those with an interest in Antarctica had proposed minor changes to the Antarctic Programme.

NATURAMA/Nature's Friends Foundation (Burkina Faso) asked why the programme for North Africa is linked to that of Asia while Africa is a region in the Statutes. The Society strongly supported the Africa programme but in implementing it competition should be avoided with members. Where possible, IUCN should work through members, helping them to become more effective. Members in West Africa saluted the first ever visit by a Director General to the region and the overall attention that he had given the region during the last three years.

Regional Councillor Corazon Catibog-Sinha reported on some items raised at the Round-Table Meeting on the South/Southeast Asia Programme. Councillors had an important role in initiating dialogue at the national and regional levels on preparing and implementing the Programme. Members requested more regular and frequent meetings and dialogue, involving Commission members and Secretariat as well as themselves. They demanded transparency and accountability of fund allocation to projects. They needed the Secretariat to play a stronger and more effective facilitating role in programme planning. And they called for greater recognition of the contribution of Commission members, especially those who do not also represent IUCN members in the Congress.

Report of the Programme Committee

The Congress returned to the Programme and Budget in the 12th Sitting. In its report, the Finance and Audit Committee recommended that Council examine in detail the yearly budgets presented by the Secretariat and take a more aggressive approach to the growth of the Union's Programme. The International Council of Environmental Law was concerned that the adoption of the Triennial Programme and Budget would follow in the same Sitting as the presentation of the report of the Finance and Audit Committee, and proposed that in future the Congress would have time to consider the report before approving the Programme and Budget.

Richard Sandbrook, Chair of the Programme Committee, presented the Committee's report and outlined its recommendations (see Annex 3). He spoke of the great enthusiasm for the Programme, but said that it would be absurd to amend it line by line at the Congress. In conclusion, he recommended that the Union adopt the new Programme for the next triennium, taking account of the views expressed by members.

Regional Councillor Mohamed Ali Abrougui spoke for many when he congratulated the Programme Committee for an excellent report, one of the best he had seen, and asked IUCN to implement it immediately. Former Director General Martin Holdgate repeated these sentiments and emphasized the need for better integration of the work of the Secretariat, Commissions and members. The Programme was the most important document adopted by the Congress yet, as with other former Directors General, he was disappointed at the lack of input from members and others. It must be circulated earlier to allow more input from members. It should cover activities well into the future to allow time for comment and redrafting. And it ought to show better the relationship to relevant activities that members themselves are doing on the topics concerned. Indeed, the Union was weak at documenting and celebrating the activities of its members – a role for the Fontainebleau 50th anniversary meeting perhaps? He suggested the Council and Director General reconsider the programming process. The delegation of the State member United Kingdom supported most of the recommendations in the report, and recognized the efforts of the Director General to refashion IUCN as a more efficient and decentralized body.

In response to a question from the U.S. Department of the Interior, a Government Agency member, on how IUCN could better link its Programme with its Budget, Richard Sandbrook proposed that there should be more meetings between the programme and budget groups of Council, a proper budget cycle should be organized, more clarity was needed between the use of restricted and unrestricted funds and, where funds are insufficient, vigorous fund-raising was needed.

The Director General agreed with the recommendations of the Programme Committee, especially the one on making the Programme document easier to understand. He considered the lack of connection between the Programme and Budget was more apparent than real; members deserved a better presentation of what the Union does. Nevertheless, he and his colleagues in the Secretariat did feel a little daunted at seeing so many exciting and extensive new ideas emerging at the Congress on what the Union should do compared to the very finite resources at their disposal. It would be the job of the Council to interpret the many results of the Congress into clear priorities for action.

Outgoing SSC Chair George Rabb added his comments. The increased emphasis on marine conservation was to be welcomed. Gender equity should be a policy of the Union and integrated into all the work of the Union rather than be developed into a separate programme theme. Members should be incorporated into the Programme and not just reported to; indeed the Congress should move away from the divisive language of "three pillars" (Secretariat, Commissions, members) to an attitude where all parts of the Union are brought together into a unified effort.

Section 4 of the report, incorporating a selection of views from workshops and regional round-tables, raised some concerns. Individual delegates suggested the addition of the following:

- r A sub-regional programme for the Caribbean, as recommended by the regional round-table, as well as one for the Mediterranean (Nick Robinson, newly elected Chair of the Commission on Environmental Law);
- r The inclusion of water management as a topic for more active consideration (Association to Combat Erosion, Drought and Desertification in Morocco);
- r Mentions of the Convention on Biological Diversity, Framework Convention on Climate Change and other international agreements as well as the Convention to Combat Desertification (delegation of the State member Egypt);
- r An additional emphasis on climate change, which the workshops showed was essential to biodiversity conservation and sustainable use (WWF-Australia);
- r An additional emphasis on environment and security (Coastal Area Resource Development and Management Association, Bangladesh).

Other general comments made included an appeal from delegates from Meso-America for more work on training and education. They believed the development of human potential and capacity was paramount for conservation success. The Union's activities on training so far have not met expectations. The Commissions should pay more attention to who will carry out their activities and recommendations.

The Congress then adopted the draft Triennial Programme and Budget by acclamation. (Decision 5)

The Mandates of the Commissions (TM, 9:2)

Congress Paper CGR/1/96/7

The Director General introduced this item in the Technical Meeting. The drafts proposed were clearer and more specific than previously, mainly because of input from the Commissions themselves. He took the opportunity of congratulating the Commission Chairs on all that had been achieved in the past triennium and noted in particular how the Commission on Ecosystem Management had developed from a standing start.

On the final day, each of the Commission Chairs spoke briefly about their future plans:

- r Tariq Banuri considered the name of CESP (Commission on Environmental Strategy and Planning) to be outdated.

He proposed it be changed to Commission on Environmental, Economic and Social Policy, with the acronym CEESP. Following discussions during the Congress, he approached his new task with great enthusiasm and proposed to continue with the concept of a network of networks. However, he had not yet had time to prepare a detailed plan and asked that Council be authorized to approve a revised mandate at their first meeting in 1997.

- r Ed Maltby spoke of the increasing recognition of an ecosystem approach and considered that the draft mandate and programme for the Commission on Ecosystem Management (CEM) reflected this well. The Commission now had a Strategic Plan in place and had held a successful workshop at the Congress on how to make operational the principles of ecosystem management. The task now is to convert the knowledge gained and enthusiasm generated into a series of useful products.
- r Nick Robinson said that the Commission on Environmental Law would now prepare a Strategic Plan and also strengthen its collaboration with other Commissions. He proposed one small change to the mandate: to increase the number of Vice-Chairs from 8 to 9, so as to create the position of Vice-Chair for Meso-America.
- r As outgoing Chair, George Rabb saw the Species Survival Commission as continuing to grow but in a more measured and focused way than in the past. The Steering Committee was considering restructuring responsibility for governance of the Commission, devolving major responsibility to the Vice-Chairs. His successor, David Brackett, believed that the proposed mandate reflected the strategic plan of the Commission. The Commission faced a number of new tasks that the Congress had asked of it and he looked forward to the support of the members in financing this.
- r Adrian Phillips presented a few small changes to the mandate of the Commission on Protected Areas and National Parks, now renamed the World Commission on Protected Areas by Resolution 1.3. The Commission's work would be firmly based on its Strategic Plan, which set out the direction, but the pace would depend on obtaining the necessary resources, an obligation the major part of which the Commission itself would have to shoulder. He emphasized that despite the change in name, national parks would remain at the centre of the Commission's work.

A discussion then followed.

- r The delegation of the State member Vietnam considered that the main function of Commissions should be to help the members of IUCN in their activities and proposed that the mandate of each should therefore include a component on training.
- r The Zoological Society of London (UK) supported the proposal for a new mandate for CEESP and suggested that Council should review not just its mandate but also its programme, including the relationship between the work of the Commission and that of the Social Policy Group of the Secretariat. He assumed that the Union's Programme would be amended to cover the points made and asked that a revised Programme document be sent to members.

- r After studying each draft mandate in terms of clarity, targets, relationship to each other, and focus, the Royal Society for the Protection of Birds (UK) saw three Commissions – CEM, SSC and WCPA – as dealing with the core mission of IUCN, while the three others – CEC, CEESP and CEL – provided more of a supporting role. He liked the proposal by Nick Robinson that CEL should help service the needs of other Commissions and asked that the Commission on Education and Communication (CEC) change its policy and adopt a similar approach, by focusing on supporting the education needs related to conservation of protected areas, species and ecosystems. In general, the Society felt the Commissions, especially the latter three, should focus more and set firmer targets.
- r The Mexican Institute of Renewable Natural Resources appreciated the decision by CEL to make space for them and asked other Commissions to do likewise.

The Congress then adopted the mandates of the Commission on Ecosystem Management (CEM), the Commission on Education and Communication (CEC), the Commission on Environmental Law (CEL), the Species Survival Commission (SSC) and the World Commission on Protected Areas (WCPA). (Decision 6)

The Congress accepted the proposal that the former CESP be renamed the Commission on Environmental, Economic and Social Policy (CEESP) and that the Council be authorized to approve a mandate to be proposed by the Commission Chair. (Decision 7)

The revised mandates are set out in Annex 4.

Election of President, Treasurer, Regional Councillors and Commission Chairs (4:1,7)

Congress Papers CGR/1/96/13, CGR/1/96/14, CGR/1/96/15 (and Addenda 1 & 2) and CGR/1/96/16

Ballot papers were distributed on Wednesday 16 October and the ballot boxes were open until 1700 hrs. Candidates had the opportunity to make short presentations at informal sessions chaired by outgoing members of the Council during the lunch breaks in the previous days. The two Presidential candidates made short speeches at the close of the 3rd Sitting on 15 October.

The elections were supervised by the Election Officer, Dr Martin Edwards, appointed by the Council. Before the election Dr Edwards reminded delegates that he would be obliged to reject any ballot paper that was invalid in any respect. He recommended that the rules for the elections be fundamentally changed next time (see discussion under the Rules of Procedure, p. 10).

In a short 7th Sitting, on 18 October, the Election Officer announced the results of the elections. He thanked the dedicated team of delegates and Congress staff who had counted over 33,000 votes in 16 different elections. Despite the present preferential voting procedures, which he considered confusing, less than 2 per cent of the ballots had been spoiled. Clear results emerged for the President, Treasurer, Commission Chairs and from 3 of the elections for Regional Councillors.

However for 5 of the 8 Regions, the initial rankings were equal for two candidates. Here the decision-making procedures under existing Statute 11.18 and Rule of Procedure V.17.7 (e) and (f) had to be applied. This procedure ensures equal voting powers of Category A members (governmental) and Category B members (non-governmental).

In their report to the Congress, the Finance and Audit Committee endorsed the decision to elect Mr de Dardel as Treasurer, having found him eminently qualified for the post.

The results of the elections were made available to heads of delegations later in the Congress. Those elected were as follows:

a) President

Yolanda Kakabadse (Ecuador)

b) Treasurer

Claes Gustaf De Dardel (Sweden)

c) Regional Councillors

Africa

Mohamed Ali Abrougui (Tunisia)

Juliana Chileshe (Zambia)

Eric Edroma (Uganda)

Meso and South America

Enrique Beltran (Mexico)

Juan Mayr Maldonado (Colombia)

Alexandra Sánchez de Lozada (Bolivia)

North America and the Caribbean

Pierre Marc Johnson (Canada)

Dan Martin (USA)

David Smith (Jamaica)

South and East Asia

Antonio Claparols (Philippines)

Akiko Domoto (Japan)

Le Quy An (Vietnam)

West Asia

Sadiq Al-Muscati (Oman)

Khawar Mumtaz (Pakistan)

Mohammad Sulayem (Saudi Arabia)

Oceania

Wren Green (New Zealand)

Gaikovina Kula (Papua New Guinea)

Diane Tarte (Australia)

East Europe, North and Central Asia

Amirkhan Amirkhanov (Russian Federation)

Anna Kalinowska (Poland)

Frantisek Urban (Czech Republic)

West Europe

Bettina Faure-Laville (France)

Thor Larsen (Norway)

Richard Sandbrook (United Kingdom)

d) Commission Chairs

Commission on Ecosystem Management

Edward Maltby (United Kingdom)

Commission on Education and Communication

Frits Hesselink (Netherlands)

Commission on Environmental Law

Nicholas Robinson (USA)

Commission on Environmental Strategy and Planning

Tariq Banuri (Pakistan)

Note: The Congress renamed this Commission as the Commission on Environmental, Economic and Social Policy.

Commission on National Parks and Protected Areas

Adrian Phillips (United Kingdom)

Note: The Congress renamed this Commission as the World Commission on Protected Areas.

Species Survival Commission

David Brackett (Canada)

Membership dues for 1998–2000 (4:2, 9:1)

Congress Paper CGR/1/96/11

The Assistant Director General for Constituency Development, George Greene, introduced this item. It was proposed to increase membership dues by 3% per year over the years 1998 to 2000. The dues provided 12% of the Union's income in 1996 and are an important source of unrestricted funds. For State members, the formula for calculating dues was based on the UN scale of assessment and had been in place since 1986. Government Agency members pay a percentage of the dues appropriate for the State member. For NGOs, a system had been adopted in 1990 with 9 levels, calculated on the basis of the organization's operating expenditure. The Statutes Review Committee had decided not to propose any changes to the dues structure.

An increase in dues was needed to cover the costs to the Secretariat of implementing Resolution 19.1 of the 19th Session of the General Assembly, including regionalization and increased involvement of members. Meanwhile the Secretariat was exploring other ways of reducing the cost of servicing the membership, including by teleconferencing and by electronic transactions.

The Council and Secretariat recognized that payment of dues is a problem for certain members. The Council had set policy guidance consistent with the Statutes to allow payment in local currency if the currency is convertible or to allow States to provide in-kind contributions for IUCN activities, such as office space, if IUCN has activities in that country. Nevertheless certain members continued to have difficulty in paying dues while others accumulated arrears, risking exclusion. He explained that efforts were being made during the Congress to resolve outstanding cases of non-payment before the Finance and Audit Committee makes its recommendation on exclusion of members to the Congress.

The delegations of the State members Netherlands and Germany indicated that they would accept this increase as a maximum. The former delegation said that it was not necessary to go further, since IUCN was in a strong financial position. In cases where dues were difficult to collect, their delegation favoured following Regulation 26, whereby dues shall be paid in Swiss Francs or any other freely convertible currency unless the Director General has agreed otherwise. They opposed the statement in the Congress Paper that for the Least Developed Countries, where countries were unable to pay their dues and where in-kind facilities could not be provided, "a non-monetary solution is sought through a political commitment by the member in the form of adherence to relevant international agreements as a demonstration of commitment to the objectives of IUCN" and asked that this provision be removed.

The Center for Environmental Legal Studies, Pace University, School of Law (USA) explained that they had consistently given a little more than the amount due and invited other NGO members to make a voluntary contribution above their dues, following the lead of some State members.

Following a recommendation of the Finance and Audit Committee (see page 57), the Congress decided to increase membership dues by 3% per year during the triennium 1998 to 2000 as proposed in the Congress Paper. (Decision 8)

The delegation of the State member United States noted that in general the U.S. opposed increases in the dues of international organizations and therefore had the matter gone to a vote it would have opposed the increase.

Following another recommendation of the Committee, the Congress also decided that those members who are in arrears for two or more years, as indicated in Appendix II "Report on members to be considered for rescission" of the Congress Paper, should have their remaining rights rescinded, in accordance with the existing Statutes, Article II paragraph 14. The Director General should in each case inquire why the member is in arrears and, within one year, use all appropriate means to secure payment so that their membership may be restored. (Decision 9)

Admission of IFAW to the Union (5, 8, 9)

In the 5th Sitting, the President announced that the International Federation for Animal Welfare (IFAW) had appealed against the decision of Council to refuse it admission to the Union. Former Director General Kenton Miller would chair a contact group to hear those interested in the issue. As the Chair of the Membership Committee of Council, which is responsible for reviewing new applications for membership, Catherine Wallace explained that the Committee had felt the Federation did have a substantial interest in conservation but the Committee also accepted the allegations of conflict of interest. After a debate, the Council had rejected the application by a 2/3 majority.

Later on, the President announced that the Contact Group had met but had not reached a consensus. A ballot was therefore held on Tuesday 22 October, on the question, "Shall IFAW be admitted as a member of IUCN in Category B?" The

President allowed one speaker in favour of the admission of IFAW, one against and no discussion.

Putting IFAW's case, Stanley Johnson stated that there was no question over IFAW's conservation record. The issue was whether IFAW's way of working conflicted with that of IUCN. There was a large international trade and exploitation of animals. The central aim of IFAW is to prevent cruelty to animals and so its objectives were not fundamentally in conflict with those of IUCN.

Speaking against, Finn Lyng, speaking in a personal capacity, claimed that IFAW is above all an animal welfare organization in which animal concerns take precedence over human needs. IFAW believed it unacceptable to take any animals, a view inconsistent with IUCN's policies. He claimed that IFAW had destroyed the fragile balance whereby Inuits had survived for 1000 years by taking furs and skins. He also pointed out that IFAW refused to discuss these matters with user groups and turned down all requests for dialogue, an approach out of line with IUCN's approach of dialogue and bridge-building.

A written ballot was then held. The Election Officer announced the results in the 10th Sitting. The votes cast were as follows:

	Yes	No	Total votes cast
Governmental Votes	23	79	102
Non-Governmental Votes	87	169	256
	% Yes	% No	Abstain
Governmental Votes	22.5%	77.5%	4
Non-Governmental Votes	34.0%	66.0%	26

(Under Article II, para 18 of the Statutes, abstentions shall not be counted as votes cast.)

Thus the motion to admit IFAW as a member of IUCN was rejected as it did not receive a two-thirds majority in either the government or the NGO house.

Independent External Review of the IUCN Programme and Two Commissions (TM)

Congress Paper CGR/1/96/6

Leif Christoffersen, team leader, introduced the independent external review of the IUCN Programme 1994–1996. The review had been done in a 3-week period in March and April 1996, and was a team effort by Peter Laban (Netherlands), Ramon Perez Gil Salcido (Mexico), Nanpaa N. Sanogho (Mali), Arne Schiøtz (Denmark) and himself. The team had been asked to give special attention to two Commissions – the Species Survival Commission (SSC) and the Commission on National Parks and Protected Areas (CNPPA) – , two regional programmes, three Headquarters programmes and at least three field projects. Most of the work was done at Headquarters but with field visits also to projects in Guinea-Bissau, Niger, Panama and El Salvador and to IUCN offices in Costa Rica, Kenya, Niger, Guinea-Bissau, Panama, El Salvador and Guatemala.

The team concluded that IUCN's management has made

good progress in implementing the Programme during the triennium and used its general and specific programme support wisely. Donors providing general programme support should be specially commended. The Union had made significant progress in the core objective of linking nature conservation with the development aspirations and needs of local people, and many field activities were generating pioneering ideas of strategic importance. Good progress had also been made with linking together the work of the membership, the Commissions and the Secretariat. But with the increase in membership, IUCN must watch that present and new members, especially State members, do not have unrealistic expectations of what the Union can do for them.

The team supported the progress made in decentralizing the work of the Union through the growing network of Regional and Country Offices, giving IUCN a more worldwide image and making it responsive to specific situations. The growing number of National Committees provide a way to increase the involvement of members in the Programme. However, the increased decentralization of decision-making needs to be accompanied by a shift in attitudes and roles at Headquarters, where policy and technical staff should support tasks handled in the regions. More emphasis is also needed on drawing together the lessons learned and using them in policy. IUCN has to strengthen its capacity as a knowledge-based learning institution, with monitoring and evaluation a part of every activity.

Commissions and other networks will become even more important in future, as conservation agreements need solid anchors in science. Networks need effective ways to disseminate their findings, within and outside IUCN, and the Commissions should make more effort to link with the Regional and Country Offices. SSC and CNPPA have made good progress on these points. They have achieved their main objectives in the triennium and were commended for strong leadership and focus.

The team made the following recommendations:

- a) Recognize the special strength of IUCN as the interaction of members, Commissions and Secretariat, and restrict activities to those where each of these three components is involved, with priority to those where IUCN has an established reputation;
- b) Make programming more bottom-up, and improve integration between the regional programmes and the technical programmes at Headquarters;
- c) Be more effective as a learning organization, using lessons from the programmes both of the Union and of its members;
- d) Consolidate the technical programmes at Headquarters, which appear fragmented and at times too donor-driven;
- e) Using the experience of the Wetlands and Forests Programmes, explore how some elements of the Sustainable Use Initiative may form the basis of a more integrated approach to programme design;
- f) Coordinate better the work of the Commissions with the regional and country programmes;
- g) Exercise tight cost controls on administration;
- h) Maintain a clear funding strategy.

In the discussion that followed, the Center for Marine Conservation (USA) congratulated the review team, as did several other delegations. On its recommendations for the Commissions, it had to be remembered that Commissions are made up of volunteers who need to be cared for and nurtured. It was a credit to the Union that the Commissions had achieved so much. The need was not to change the structure of the Commissions but to look at how the Secretariat could be restructured to support and use the Commissions better.

The Zoological Society of London (UK) also welcomed the report, especially its emphases on focus, on operational efficiency and on learning from experience. The Secretariat needs to be strong, and have a critical mass of expertise for effective interchange with members and Commissions. In principle the bottom-up approach is good, but it does pose the questions of who responds to whom, and how does the Union choose whom to respond to. In some regions, the crucial issue is how to use wild species, whereas in others use of wild species is generally not supported. The Congress should provide policy guidance to set the overall framework for the diverse approaches that are needed. Inevitably, IUCN cannot respond to all the demands made on it, but the Union should recognize that members themselves have a great deal of expertise. More should be done to publicize the voluntary networks of cooperating technical institutions, such as the Zoological Society of London, which work as partners with IUCN. These, and the institutions of partner non-members, might be worth listing in a directory.

Much of the discussion was on the Sustainable Use Initiative (SUI). The Environment and Conservation Organisations of New Zealand were concerned that SUI was held up in the external review report as a good model. In reality SUI suffered from the IUCN disease of being put together with a managed cast at a central level. In Oceania, at least, it had been a top-down process. The interim Chair had been appointed not by the region and although IUCN members in the region had been invited to nominate members of the specialist group, the interim Chair had decided who would represent individual countries. The Nature Conservation Council of New South Wales (Australia) were also concerned that the Sustainable Use Initiative had proceeded without consultation and involvement. It should be more democratic.

The National Parks Association of New South Wales (Australia) asked which elements of the Sustainable Use Initiative the review team considered useful. Replying to all these comments, Mr Christoffersen said that the review team had not fully assessed the Sustainable Use Initiative and although it was not a model in every respect, aspects of it were useful in developing a more integrated approach. Field staff in several regions had given strong, even unexpected, support to the Initiative as a global programme that listened to local concerns and allowed strong local involvement. IUCN should find out more about what is good about the Initiative and how it can contribute more widely to programme and project design.

The Malaysian Nature Society asked whether the absence of Asians on the review team was an oversight. Mr Christoffersen replied that it was not possible to cover all continents in each review; Asia had been covered in the previous evaluation. The Society strongly supported decentralization but care should be taken to avoid conflicts between NGOs and IUCN Regional and Country Offices. IUCN should support

NGOs and not compete with them. IUCN's learning from experience should be from local organizations and not just from IUCN's own work. The Union should avoid over-expanding its mandate and make a concerted effort to balance staffing between North and South. Finally, the fact that such a large percentage of IUCN's income was from project funding indicated that IUCN was too donor-driven. It was unclear what the review team had recommended to overcome this flaw.

Approval of revised Statutes, Rules of Procedure and Regulations (8, 9)

On 12–14 October, a Special Members' Session had met to consider draft texts for new Statutes, Rules of Procedure and Regulations.

The Congress returned to this item on 21 and 22 October, in the 8th and 9th Sittings, and considered drafts incorporating changes made as a result of the Special Member's Session and following the two contact groups held. Each Article, Rule and Regulation was considered individually, and further changes made. *Finally, texts for the Statutes, Rules of Procedure and Regulations were adopted unanimously. (Decision 10).* (It was announced at the time that the Regulations would then be passed to the IUCN Council for formal adoption but it was subsequently found that this was not necessary as the Congress's decision was sufficient to bring them into force.) For clarity, the discussions on 21 and 22 October are summarized as part of the report on the Special Members Session, above, which also contains relevant statements for the record made by members.

The Congress approved a proposal from the Chair that a "clean-up committee" be appointed to verify the three language versions and ensure the text was consistent. The members of this group were Dr Parvez Hassan (Chair of the Statutes Review Committee – SRC), Dr Antonio Machado (Vice-Chair of SRC), Dr José Martínez Aragón, Mr Jacques Morier Genoud, Professor Nicholas Robinson and the Director General. (Decision 11). The Committee completed its work at a meeting in December 1996 in Gland; the Statutes (including the Rules of Procedure as an Annex) and the Regulations are being sent to all members and are available on request from IUCN Headquarters.

Resolutions and Recommendations (3:4, 4:3, 9,10,11,12)

Congress Paper CGR/1/96/17

The process

The World Conservation Congress adopted 40 Resolutions, where the main target for action was IUCN itself, and 71 Recommendations, where the main target for action was one or more other parties, in some cases in conjunction with IUCN. These are reproduced separately and are available from IUCN. The Congress rejected five and passed two to the incoming Council (see below). A number of others were merged or withdrawn by sponsors. (Decision 12)

The draft motions were introduced to the Congress in the 3rd Sitting by the Chair of the Resolutions Committee, Alicia Bárcena. She announced that Curtis Bohlen would serve as Vice-Chair of the Committee. She stated that draft motion CGR1.1, on the adoption of the Statutes, had been withdrawn by Council as it was no longer needed, and announced some changes in sponsors for various other motions. She then explained the procedure that would be followed.

Under the Statutes, 122 motions had been dispatched to members on 15 August 1996. New motions were only allowed if they were new, urgent, could not have been foreseen, had arisen out of the deliberations of the Congress or responded to matters before the Congress. Out of 16 new motions received during the Congress, six were deemed to have passed this test and were circulated to delegates.

The draft motions were then discussed in plenary one by one in the 4th, 5th and 6th Sittings, the following day, as a "first reading". Where the Congress found the motion acceptable or where delegates raised points that were easily covered by amendments, the points were recorded and the Congress returned to the motion at the approval sitting. If, however, after five minutes discussion, a consensus was not reached, a contact group was to be set up for that motion, chaired by a member of the Resolutions Committee. These contact groups met during the followings days. Their aim was to try and reach consensus on a text that all could accept, but if this was not possible the group prepared a text with alternatives ready for voting. In all over 70 contact groups were established.

The Congress returned to Resolutions and Recommendations on 22 and 23 October, with a marathon session to agree the many texts. A great many votes were taken, both as informal indications of interest in a motion and as formal decisions on amendments proposed on the floor or as whether to adopt a motion or not. In a few cases, a group of tellers supervised by Curtis Bohlen counted the votes, either where the results were too close to call or where a delegation had requested a count.

This use of contact groups met with general approval, as the only practical way to cover so many contentious items, though did of necessity cause many delegates to forego the workshops. However, the Nature Conservation Council of New South Wales (Australia) complained that the contact groups were not a satisfactory approach. This member believed that Resolutions are the most important part of the Congress as the only opportunity NGOs have to influence and provoke debate, and asked for even more time to be spent on Resolutions during the Congress. The President disagreed, stating that in his view members wished to have more time to attend workshops and discuss on-the-ground conservation. He considered that a working group was needed before the next Congress to look hard at the whole Resolutions process and to provide guidance and discipline on the procedures to be followed.

Most of the points made in the "first reading" were about proposed changes to the text of motions and so are not reported here. However, a number of general points were made, reported below in approximately the order in which they were made.

In discussing motions on the Commission on National Parks and Protected Areas (CNPPA), the Species Survival Commission and the Environmental Law Programme, and motions on individual regional programmes, such as that for Europe, the Zoological Society of London (UK) pointed out

that these addressed matters that are also covered in the mandates of the Commissions and the Programme of the Union. Given the immense burden of work that the large number of motions imposes on the Congress, the delegate, himself a former Director General of IUCN, argued that the Congress should avoid duplication between motions and other texts formally adopted by the Congress. He proposed that at the next Congress the mandates of the Commissions should set out all those matters on which the Chairs need the authority from the Congress, including not only the objectives, priorities and programmes of the Commissions but also those governance questions that need the endorsement of the Congress. This point was widely supported, for example by the delegation of the State member Germany, and was later drafted into the form of a resolution on procedures for the World Conservation Congress, adopted later as 1.1. Later on, he asked that it be put on record that he saw 1.42, Collaborative Management for Conservation, as a good example of a motion that should be consolidated into the Programme, since if taken literally it had massive resource implications for the Union.

Other general points made included the following:

- r The delegation of the State member The Netherlands, noting the large number of motions presented, considered that some motions may be important for one or two countries but do not give guidance to IUCN as an organization with a specific vision and objectives. It also considered that some motions overlapped with the mandates of other international organizations and fora, and that others are out of the reach of IUCN. Motions to be approved should fall within the limits of IUCN's human and financial resources. The delegation also opposed the establishment of separate funds by IUCN, a point raised during discussion of the motion on CNPPA.
- r The delegation of the State member United States considered that IUCN may be stepping out of the bounds of its expertise on some motions, for example on the actions requested of the Director General on national reporting of Earth Summit requirements in 1.79. It was not useful for IUCN to substitute its judgements for that of the Commission on Sustainable Development.
- r Friends of the Earth International expressed concern that the Congress Paper did not indicate which of the sponsors listed was the initiator of a motion and asked that these be identified as soon as possible.
- r The International Council of Environmental Law expressed concern that more editing had not been done on the draft motions. For example, Congress was presented with two motions on conservation in Antarctica. Why had these not been merged beforehand? Why too had proposals for the Programme not been moved to the Programme document? In future the Resolutions Working Group should go back to sponsors and ask them to reorient their proposals to the process of developing the Programme. This would then dramatically reduce the number of motions before the Congress.

Responding to some of these concerns in the "first reading", the Director General considered the financial implications of Resolutions and Recommendations to be a fundamental and long-standing problem. He had estimated the first 15 motions considered, if implemented, would cost the Union an additional

SFr 7.9 million. This puts the Director General in an impossible position. The traditional device is to insert the phrase "within available resources", and this would be done, but it would be more helpful if sponsors of motions calling for extra work by the Union could identify possible sources of funding for the activities they are proposing. He concluded, "We want to be able to fund this work, but we cannot spread the jam over 1000 pieces of toast". He was supported by his predecessor, who said it would be a bad mistake if the carefully articulated Programme was distorted by the addition of numerous sectoral requests diverting funds. The Programme document should be the vehicle for determining the programme priorities of the Union. He also pointed out that the draft Programme comes to the Congress by Statute and that such documents therefore have precedence over non-Statutory documents like Resolutions and Recommendations.

Immediately before adoption of motions began, the Director General updated his figure, estimating that the additional cost to the Union of implementing the 123 proposals for IUCN action in the motions before the Congress was SFr 2.25 million, in addition to the triennial budget, and this excluded the cost of staff time. He noted that Council had required him to produce a balanced budget for 1997. He would put the suggestions for further activities to the incoming Council with a more detailed costing. The Wildlife and Nature Conservation Society of Bangladesh considered that motions that did not estimate the rough cost of what was requested from the Union discredited the Union and were not worth the paper they were written on.

The issue of the appropriate form of sustainable development came up repeatedly. The Nature Conservation Council of New South Wales (Australia) argued that every time the phrase "sustainable development" was mentioned in a motion, the word "ecologically" should be inserted in front of it, urging members to assert the need for ecological sustainability in all projects. This was opposed by other delegations, including that of the State member Germany and the Jamaica Conservation and Development Trust. A vote to insert the word in the indigenous peoples resolutions was carried.

Difficulties also emerged with the 13 draft motions on indigenous peoples. The Malaysian Nature Society called for them all to be merged into a single Resolution confirming the Union's commitment to indigenous peoples. The Environmental Law Centre, Macquarie University (Australia) expressed concern over the implementation of three resolutions on indigenous people adopted at the previous General Assembly, all of which called for the continuation of the task force on this topic. The Council had dissolved the task force without consultation and had not informed members about the funds allocated for its work. He felt IUCN's record in this area was poor and that IUCN was some years behind the UN system in its standards on indigenous peoples. George Greene, for the Secretariat, replied that the task force had indeed been dissolved by the IUCN Council and Mary Simon coopted onto the Council to represent the views of indigenous peoples. A staff member had been appointed to handle indigenous peoples issues, now based in Washington, D.C.

Particular difficulty was the term "indigenous peoples". Previously the Union had used "indigenous communities" (18th Session of the General Assembly, 1990) and "indigenous people" (19th Session, 1994). The delegation of the State member Denmark proposed that "indigenous peoples" be used

throughout. It was first decided to keep the spellings as proposed in individual motions, even if not consistent, but later decided to change the usage throughout the Resolutions and Recommendations to "indigenous peoples". As the delegation of the State member Canada explained, this did pose a problem for some government delegations because of its legal implications, noting the debates on indigenous peoples in other fora, such as in ILO Convention 169, but this delegation proposed the usage would be acceptable to them if a footnote was added to each text where the phrase occurs. This was subsequently agreed by a show of hands after one of the delegates from indigenous peoples' organizations explained that this was essentially a human rights issue. The footnote agreed is as follows:

"The use of the term 'indigenous peoples' in this Resolution/Recommendation shall not be construed as having any implications as regards the rights which may attach to that term in international law".

It has been added to the following Resolutions and Recommendations:

- 1.7 An IUCN Strategy for the Arctic
- 1.21 Forest Concessions
- 1.22 Voluntary Independent Certification of Forest Management and Marketing Claims
- 1.26 Threats to Dugong
- 1.35 Protected Areas
- 1.42 Collaborative Management for Conservation
- 1.49 Indigenous Peoples and IUCN
- 1.50 Indigenous Peoples, Intellectual Property Rights and Biological Diversity
- 1.51 Indigenous Peoples, Mineral and Oil Extraction, Infrastructure and Development Works
- 1.52 Indigenous Peoples and Marine and Coastal Areas
- 1.53 Indigenous Peoples and Protected Areas
- 1.54 Indigenous Peoples and Conservation in Meso-America
- 1.55 Indigenous Peoples and Forests
- 1.56 Indigenous Peoples and the Andes
- 1.57 Southern African Regional Network on Indigenous Knowledge Systems (SARNIKS)
- 1.62 Illegal International Trade in Forest Products
- 1.70 Ramsar Convention Priorities
- 1.91 Sustainable Forest Resource Use Policy in Suriname
- 1.103 Cape York Peninsula, Australia
- 1.107 Protecting the Habitat of the Porcupine Caribou Herd
- 1.108 Conservation of the Bering Sea Ecosystem
- 1.109 Beringian Heritage International Park

Statements made at the time of approval included:

- r The delegation of the State member Germany announced that it did not intend to participate in any motion that singled out other States.
- r The delegation of the State member Norway argued that the Congress should not consider bilateral motions, i.e. ones affecting only one country. He urged Congress to limit the number and raise the quality of motions, otherwise the world would ignore these Resolutions and Recommendations.

- r The delegation of the State member Sweden asked it to be recorded that the delegation had not taken part in any voting on motions relating to specific sites in single countries because they considered that the Congress should not involve itself in details at local level but rather should set priorities in line with its Mission and Statutes and ensure that these are followed. They also expressed concern at the problems the Secretariat would face in handling and prioritizing the numerous actions called for in the motions adopted. There was an obvious risk in IUCN trying to take on too many dispersed tasks. Instead, the Union should maintain its established role on the conservation and sustainable use of natural resources.

Individual Resolutions and Recommendations

1.7 An IUCN Strategy for the Arctic

This Resolution was adopted by consensus. The delegation of the State member Norway indicated that had there been a vote the delegation would have abstained.

1.10 IUCN's Work in the Mediterranean

This Resolution was adopted by consensus. The delegation of the State member United States indicated that had there been a vote the delegation would have abstained.

1.12 Conservation Action in the Commonwealth of Independent States (CIS)

This Resolution was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Resolution nor would it have participated in any voting. The delegations of the State members Norway and Sweden indicated that had there been a vote they would have abstained.

1.13 Cooperation between IUCN and the People's Republic of China on the Protection of the Environment and Biodiversity

This Resolution was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Resolution nor would it have participated in any voting. The delegations of the State members Norway and Sweden indicated that had there been a vote they would have abstained.

1.14 Sustainable Development of Islands and Coastal States in the Mediterranean

-This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting.

The delegation of the State member Greece stated that Greece would participate actively in the development of a Mediterranean Programme, especially on island and coastal zone management, and offered to host a workshop to develop this theme.

1.15 Incidental Mortality of Seabirds in Longline Fisheries

This Resolution was adopted by a show of hands. The delegation of the State member Japan made a statement against the Resolution, that it was inappropriate to attribute seabird depletion primarily to longline fishing. They argued that longlining was only one of many factors in seabird mortality and that attributing it to longline fishing would lead to the denial of the reasonable utilization of marine living resources. They quoted a recent study which concluded, "More information is necessary to quantify the relative contributions of the different sources to the population declines" and offered their collaboration on this issue in international and regional fisheries fora. In reply the Environmental Defense Fund (USA) asked for the background paper "Seabird By-Catch in Longline Fisheries" by Angela K. Kalmer, Rodney M. Fujita and Charles F. Wurster (11 July 1996, 6pp, typescript) to be noted in the record. The paper argues that longlining, especially in the Southern Hemisphere, poses a serious threat to the survival of seabirds and explains how this happens. Studies documenting the impacts on seabirds are outlined and measures to reduce the by-catch without compromising fishing efficiency proposed.

1.16 Fisheries By-Catch

This Resolution was adopted by a show of hands. The delegation of the State member Japan made a statement against the Resolution, that it was inappropriate to attribute seabird depletion to longline fishing, reported in more detail above. The delegations of the State members Norway and United States indicated that they had voted against.

1.17 Coastal and Marine Conservation and Management

At the time of approval, the Environment and Conservation Organisations of New Zealand proposed the deletion of a preambular clause welcoming the Kyoto Declaration on the Sustainable Contribution of Fisheries to Food Security. A large show of hands supported this view. The delegation of the member State Japan asked that the statement not be withdrawn and that the Declaration, adopted by 95 nations, contains several important items on conservation of marine ecosystems. It asked for a vote and for its view to be recorded. The Congress subsequently voted to remove the clause and then voted against a consequential motion to reinsert it preceded by the phrase "Aware of rather than "Welcoming".

1.18 Aquaculture

This Recommendation was adopted by consensus. The delegation of the State member Norway indicated that had there been a vote the delegation would have abstained.

1.20 Biological Diversity and Forests

This Resolution was adopted by consensus. The delegation of the State member United States indicated that had there been a vote the delegation would have abstained.

1.21 Forest Concessions

This Recommendation was adopted by consensus. The delegation of the State member Australia indicated that had there been a vote that delegation, and those of the Government Agency members Western Australian Department of Conservation and Land Management, the Queensland Department of Environment, the New South Wales National Parks and Wildlife Service, and the Northern Territory Parks and Wildlife Commission, would have abstained. The delegation of the State member United States indicated that had there been a vote the delegation would have abstained.

1.22 Voluntary Independent Certification of Forest Management and Marketing Claims

This Recommendation was adopted by consensus. The delegation of the State member United States indicated that had there been a vote the delegation would have abstained.

1.23 Forest Management Plans in South America

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway and United States indicated that had there been a vote they would have abstained.

1.26 Threats to Dugong

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Sweden and United States indicated that had there been a vote they would have abstained.

1.27 Protection of the Houbara Bustard

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting.

1.28 Agreement on the Conservation and Management of the Asiatic Houbara Bustard

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting.

1.29 Trade in Sturgeon

This Recommendation was adopted by consensus. The delegation of the State member Norway indicated that had there been a vote the delegation would have abstained.

1.30 Protection of the Biodiversity of the Amami Islands of Japan

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it

have participated in any voting. The delegations of the State members Norway, Sweden and United States indicated that had there been a vote they would have abstained.

1.31 The Significance of Pacific Salmon to Canada and USA

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting.

1.43 Public Participation and Right to Know

This Recommendation was adopted by consensus. The delegation of the State member Switzerland indicated support for public participation but for international legal reasons had there been a vote the delegation would have abstained, referring to Operative Paragraph 3 (d) chapeau and 3 (d)(i). The delegation of the State member Germany indicated that had there been a vote the delegation would have abstained. The delegation of the State member United Kingdom supported the aim of the Recommendation but could not support a number of points of detail and so indicated that had there been a vote the delegation would have abstained. The delegation saw the adopted text as an improvement on the original version, but considered that to support the motion would prejudice its government's negotiating position in the UN/ECE negotiations on the draft Convention on Public Participation.

1.45 The Precautionary Principle

This Resolution was adopted by consensus. The delegation of the State member United States indicated that had there been a vote the delegation would have abstained.

1.47 Transnational Corporate Compliance

This Recommendation was adopted by consensus. The delegation of the State member United States indicated that had there been a vote the delegation would have abstained.

1.49 Indigenous Peoples and IUCN

This Resolution was adopted by consensus. The delegations of the State members Australia, Germany, New Zealand, Switzerland, United Kingdom and United States indicated that had there been a vote they would have abstained. In the case of New Zealand, this was because their country had not adopted or ratified ILO Convention 169 because of the special position accorded to the Maori people by the Treaty of Waitangi, 1840. In the case of the United States, it was considered the Resolution used the term "indigenous peoples" without clarifying its implications with regard to the right of self-determination and the right to sovereignty over natural resources, and that this usage does not correspond with that used in many international instruments and fora. The delegation of the State member India dissociated itself from this Resolution because the Government of India does not recognize indigenous peoples as distinct from other social groups.

The Royal Forest and Bird Protection Society of New Zealand, and the Environment and Conservation Organisations of New Zealand, associated themselves with the comments of the delegation of the State member New Zealand with respect to this and subsequent resolutions on indigenous peoples.

1.50 Indigenous Peoples, Intellectual Property Rights and Biological Diversity

This Resolution was adopted by consensus. The delegations of the State members Australia, Germany, New Zealand, Norway, Switzerland and United States indicated that had there been a vote they would have abstained, in the case of New Zealand and the United States for the reasons given under Resolution 1.49. The delegation of the State member India dissociated itself from this Resolution for the reasons given under Resolution 1.49. The delegation of the State member United Kingdom indicated that had there been a vote the delegation would have voted against.

1.51 Indigenous Peoples, Mineral and Oil Extraction, Infrastructure and Development Works

This Resolution was adopted by consensus. The delegations of the State members Australia, Germany, New Zealand, Norway, Switzerland, United Kingdom and United States indicated that had there been a vote they would have abstained, in the case of New Zealand and United States for the reasons given under Resolution 1.49. The delegation of the State member India dissociated itself from this Resolution for the reasons given under Resolution 1.49.

1.52 Indigenous Peoples and Marine and Coastal Areas

This Resolution was adopted by a show of hands. The delegations of the State members Australia, Germany, New Zealand, Norway, Switzerland and United States indicated that they had abstained, in the case of New Zealand and United States for the reasons given under Resolution 1.49. The delegation of the State member India dissociated itself from this Resolution for the reasons given under Resolution 1.49. The delegation of the State member United Kingdom indicated that the delegation had voted against. The delegation of the State member Denmark stated that it was not in agreement with the amendment whereby the phrase "in an equitable and ecologically sustainable way" was added to Operative Paragraph (b), not because the Danish Government considers "indigenous" territories should not be used sustainably but because it considers the rights of indigenous peoples to their lands are no less sovereign than the rights of sovereign states.

1.53 Indigenous Peoples and Protected Areas

This Resolution was adopted by consensus. The delegations of the State members Australia, Germany, New Zealand, Norway, Switzerland and United States indicated that had there been a vote they would have abstained, in the case of New Zealand and United States for the reasons given under Resolution 1.49. The delegation of the State member India dissociated itself from this Resolution for the reasons given under Resolution 1.49.

1.54 Indigenous Peoples and Conservation in Meso-America

This Resolution was adopted by consensus. The delegations of the State members Australia, Germany, New Zealand, Norway, Switzerland, United Kingdom and United States indicated that had there been a vote they would have abstained, in the case of New Zealand and United States for the reasons given under

Resolution 1.49. The delegation of the State member India dissociated itself from this Resolution for the reasons given under Resolution 1.49.

1.55 Indigenous Peoples and Forests

This Resolution was adopted by consensus. The delegations of the State members Australia, Germany, New Zealand, Norway, Switzerland and United States indicated that had there been a vote they would have abstained, in the case of New Zealand and United States for the reasons given under Resolution 1.49. The delegation of the State member India dissociated itself from this Resolution for the reasons given under Resolution 1.49.

1.56 Indigenous Peoples and the Andes

This Resolution was adopted by consensus. The delegations of the State members Germany, New Zealand, Norway, Switzerland, United Kingdom and United States indicated that had there been a vote they would have abstained, in the cases of New Zealand and United States for the reasons given under Resolution 1.49.

1.57 Southern African Regional Network on Indigenous Knowledge Systems (SARNIKS)

This Recommendation was adopted by consensus. The delegations of the State members Germany, Norway, Sweden, Switzerland and United States indicated that had there been a vote they would have abstained.

1.59 Initiative to Assist Heavily Indebted Poor Countries

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that had there been a vote the delegation would have voted against. The delegation of the State member United States indicated that had there been a vote the delegation would have abstained.

1.61 Trade and Environment

This Recommendation was adopted by consensus. The delegation of the State member Australia indicated that had there been a vote the delegation would have abstained.

1.63 The Promotion of Organic Agriculture

The delegation of the State member Netherlands indicated that in their view the subject of this Resolution was outside the Mission of IUCN.

1.64 Persistent Organic Pollutants

This Recommendation was adopted by consensus. The delegation of the State member Australia indicated that had there been a vote the delegation would have abstained.

1.65 Ecological Engineering: Sustainable Solutions for Management of Household Waste and Wastewater

This Recommendation was adopted by consensus. The delegation of the State member Australia indicated that had there been a vote the delegation would have abstained. The delegation of the State member Netherlands stated that the

Netherlands recognized the importance of the subject of this Recommendation, but considered that it touched the Mission of IUCN only indirectly and its implementation would imply additional work for IUCN.

1.66 Draft International Covenant on Environment and Development

This Recommendation was adopted by consensus. The delegation of the State member Australia indicated that had there been a vote the delegation would have abstained. The delegation of the State member United States indicated that had there been a vote the delegation would have voted against, because they could not support the development of a new convention on this topic.

1.71 Climate Change

This Recommendation was adopted by consensus. The delegations of the State members Norway, Sweden, Switzerland and United States indicated that had there been a vote they would have abstained, in the case of Switzerland because they could not accept Operative Paragraph 1 and in the case of Norway and United States so as not to influence negotiations under the UN Framework Convention on Climate Change.

1.73 Protocol or Other Legal Instrument to the Framework Convention on Climate Change

This Recommendation was adopted by consensus. The delegations of the State members Norway, Sweden and United States indicated that had there been a vote they would have abstained, in the case of Norway and United States so as not to influence negotiations under the Framework Convention on Climate Change.

1.75 Armed Conflict and the Environment

This Recommendation was adopted by a show of hands. The delegations of the State members Australia, United Kingdom and United States indicated that they had abstained.

1.77 Marine Pollution and MARPOL

This Recommendation was adopted by a show of hands after the delegation of the State member United States requested a vote to record its opposition. The delegation of the State member Australia indicated that the delegation had abstained from voting.

1.78 ASEAN Agreement

This Recommendation was adopted by consensus. The delegations of the State members Australia and Germany indicated that they had not participated in discussion of the Recommendation nor would they have participated in any voting, in the case of Australia because they considered the subject a matter for the ASEAN countries. The delegation of the State member Norway indicated that had there been a vote the delegation would have abstained.

1.79 Implementation of Earth Summit Commitments

This Recommendation was adopted by consensus. The delegation of the State member United States indicated that had there

been a vote the delegation would have abstained and noted that the efforts to facilitate dialogue referred to in Operative Paragraph 1 (c) are already in progress.

1.83 Forest Ecosystems of Africa

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegation of the State member United States indicated that had there been a vote the delegation would have voted against.

1.87 Spanish Network of National Parks

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway, Sweden and United States indicated that had there been a vote they would have abstained.

1.88 Proposed Inclusion of Corso-Liguro-Provençal Basin in the Future List of Specially Protected Areas of Mediterranean Interest (ASPIM)

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway, Sweden and United States indicated that had there been a vote they would have abstained.

1.89 Funicular Railway in the Cairngorms Mountains, Scotland, UK

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway, Sweden and United States indicated that had there been a vote they would have abstained.

1.90 National Reconciliation Forest of El Salvador

This Recommendation was adopted by consensus. The delegations of the State members Australia, Norway and Sweden indicated that had there been a vote they would have abstained. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting.

1.91 Sustainable Forest Resource Use Policy in Suriname

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway, Sweden and United States indicated that had there been a vote they would have abstained.

1.92 Conservation of the Galapagos Islands

This Recommendation was adopted by consensus. The delega-

tion of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway, Sweden and United States indicated that had there been a vote they would have abstained.

1.93 Meso-America Biological Corridor

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting.

1.94 Conservation of Clayoquot Sound Temperate Rainforest

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway, Sweden and United States indicated that had there been a vote they would have abstained.

1.95 Temagami Forests of Northeastern Ontario

This Recommendation was adopted by consensus. The delegations of the State members Canada, Norway, Sweden and United States indicated that had there been a vote they would have abstained. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting.

1.96 Protection and Restoration of Ecological Integrity in Banff National Park, Canada

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway and Sweden indicated that had there been a vote they would have abstained.

1.97 Conservation of Proposed Volcanoes of Kamchatka World Heritage Site

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway and Sweden indicated that had there been a vote they would have abstained.

1.98 Environmentally Sustainable Development of the Mekong River Basin

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway, Sweden and United States indicated that had there been a vote they would have abstained.

1.99 Forests of Oceania

This Resolution was adopted by consensus. The delegation of

the State members Australia, Sweden and United States indicated that had there been a vote they would have abstained. The delegation of the State member Germany indicated that it had not participated in discussion of the Resolution nor would it have participated in any voting.

1.100 Mining in the Fly River Catchment, Papua New Guinea

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway, Sweden and United States indicated that had there been a vote they would have abstained.

1.101 World Heritage in Oceania

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegation of the State member Sweden indicated that had there been a vote the delegation would have abstained.

1.102 Australian Forests

This Recommendation was adopted by consensus. The delegation of the State member Australia indicated that had there been a vote that delegation, and those of the Government Agency members Western Australian Department of Conservation and Land Management, the Queensland Department of Environment, the New South Wales National Parks and Wildlife Service, and the Northern Territory Parks and Wildlife Commission, would have abstained. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway, Sweden and United States indicated that had there been a vote they would have abstained.

1.103 Cape York Peninsula, Australia

This Recommendation was adopted by consensus. The delegations of the State members Australia, Norway, Sweden and United States indicated that had there been a vote they would have abstained. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting.

1.104 Conservation of Kakadu World Heritage Site, Australia

This Recommendation was adopted by consensus. The delegation of the State member Australia stated that since the Recommendation deals with matters about which the Australian Government is forming a view, it was inappropriate for their delegation and that of the Northern Territory Government Agency member to support or object to the Recommendation. Had there been a vote the delegations would have abstained. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway, Sweden

and United States indicated that had there been a vote they would have abstained.

1.105 Protection of the Hinchinbrook Region of the Great Barrier Reef World Heritage Area

This Recommendation was adopted by consensus. The delegations of the State members Australia, Norway, Sweden and United States indicated that had there been a vote they would have abstained. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting.

1.106 Protection of the Arctic Ocean

This Recommendation was adopted by consensus. The delegations of the State members Norway and United States indicated that had there been a vote they would have voted against.

1.107 Protecting the Habitat of the Porcupine Caribou Herd

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway and Sweden indicated that had there been a vote they would have abstained.

1.108 Conservation of the Bering Sea Ecosystem

This Recommendation was adopted by consensus. The delegation of the State member United States expressed its understanding that the word "agreement" in the Operative Paragraph neither means nor implies any consultative process or formal agreement. The delegation indicated that had there been a vote the delegation would have abstained. The delegation of the State member Norway indicated that had there been a vote the delegation would have abstained.

1.109 Beringian Heritage International Park

This Recommendation was adopted by consensus. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting. The delegations of the State members Norway and Sweden indicated that had there been a vote they would have abstained.

1.110 Antarctica and the Southern Ocean

This Recommendation was adopted by consensus. The delegations of the State members Norway and United Kingdom indicated that had there been a vote they would have abstained. The delegation of the State member Germany indicated that it had not participated in discussion of the Recommendation nor would it have participated in any voting.

Rejected motions

The Congress rejected motions on the following topics:

Commercialization and Consumptive Use of Wildlife (former CGR 1.87)

This draft motion called on States to refrain from legislating to permit the commercialization and consumptive uses of certain types of wild fauna, and to restrict commercialization to certain situations. A clause stated that where this policy affects the practices and traditional life styles of indigenous peoples, it would be desirable that consumption patterns reflect traditional values rather than meeting the demands of external market forces.

A contact group had failed to reach agreement. At the approval sitting, the delegation of the State member Norway then spoke against the motion, as being against Norwegian laws and traditions. The Nature Conservation Council of New South Wales (Australia), one of the original sponsors, announced that a new text was now available and expressed concern at the unwillingness of the Congress participants to debate this issue. It demanded that the new text be considered. Other delegations opposed this as the new draft was neither a product of the contact group nor a recommendation of the Resolutions Committee. By two shows of hands, the Congress decided first not to consider this new draft and then not to approve the draft motion before it.

After the vote, the delegation of the State member Norway indicated that it had voted against the motion as it is in conflict with Norway's national laws, practices and traditions. The delegation of the State member Sweden indicated that it had abstained.

Environmental Degradation of the Niger Delta (former CGR 1.110)

This draft motion called on the Government of Nigeria for a number of actions relating to the oil extraction in the Niger Delta, including provisions on human rights.

Following a debate in the first reading, a contact group had met and reached consensus. At the approval sitting, the delegation of the State member United States indicated the strong support of the US Government for human rights in Nigeria but that it did not believe IUCN was the appropriate forum for pursuing such foreign policy matters. It asked that the motion be opposed. Some from the governmental and NGO side supported the U.S. position, believing the motion was unwise, while others supported the motion as within the mandate of IUCN. The motion was defeated in a subsequent vote by show of cards, being rejected in the government house but receiving a majority in the non-governmental house.

After the vote, the delegation for the State member Australia indicated that they had not participated in the debate on this motion nor in voting. The Nigerian Conservation Foundation indicated that it had abstained from voting on the motion. The delegation of the State member Norway indicated that it had opposed the motion. The delegations of the State members Sweden and Switzerland indicated that they had abstained.

Nuclear Energy (former CGR 1.43)

This motion recommended the end of subsidies for nuclear power, a start to phasing out nuclear power and assistance to close dangerous nuclear plants in Eastern Europe and the former Soviet Union. The delegation of the State member

Canada argued that the issue was being addressed in the Convention on Nuclear Safety and that the option of retaining nuclear energy should be retained. The delegation of the State member Germany indicated that it could not accept the motion and asked for a vote. The Environment and Conservation Organisations of New Zealand, however, supported the motion, arguing that after the Chernobyl disaster there was no doubt about the damaging impact of radiation on the environment. The motion was subsequently defeated by a show of hands, with tellers, being rejected in the government house but receiving a majority in the non-governmental house.

The delegation of the State member Sweden indicated that the delegation had abstained. The delegation of the State member United States was not in favour of IUCN entering into a Resolution like this and indicated that it had voted against.

Forest Conservation in Tasmania (former CGR 1.112)

This motion called on the Tasmanian and Australian Governments to cease logging operations within the wilderness and forest areas covered by two earlier General Assembly Recommendations (18.70 and 19.89), to implement those Recommendations and to report to the World Heritage Committee on why they had not been implemented.

When the motion was considered, Wildlife Survival (Australia) presented two amendments to the operative paragraphs that softened the tone and content of the motion. It stressed the great significance to conservation of the present logging outside the World Heritage areas in southwest Tasmania. The delegation of the State member Australia said that attempts to reach an agreed text had not been successful. He drew attention to Australia's good record on World Heritage and stated that its National Forest Policy Statement included a process for identifying World Heritage values in forested areas. The Federal and Tasmanian Governments had signed an agreement to make a comprehensive assessment of a range of forest environmental values, and were advised by a panel of eminent scientists. Australia has reported on these issues to both IUCN (June 1995) and to the World Heritage Bureau (May 1996), and neither raised any questions but instead commended Australia for its approach.

The motion was defeated on a subsequent vote, being rejected in the government house but receiving a majority in the non-governmental house. The delegation of the State member Australia, and those of the Government Agency members Western Australian Department of Conservation and Land Management, the Queensland Department of Environment, the New South Wales National Parks and Wildlife Service, and the Northern Territory Parks and Wildlife Commission, indicated they had voted against the motion. The delegation of the State member Germany indicated that it had participated neither in discussion nor on voting of this motion. The delegations of the State member Norway and Sweden indicated that they had abstained.

The Threat of Nuclear Weapons to the Environment and Sustainable Development (former 1.128)

This motion called on States to phase out nuclear weapons by 2000 and to endorse the call of the International Court of Justice to conclude negotiations on nuclear disarmament. It was opposed by the delegation of the State member United States as beyond the competence of the Congress and contain-

ing misleading statements. The Environment and Conservation Organisations of New Zealand stated that the motion was in no way beyond the competence of IUCN, because of the enormous ecological significance of nuclear war, but the Royal Society for the Protection of Birds (UK) was concerned that this and other motions were far from the core mission of IUCN. Almost any subject could affect the environment and IUCN should restrict itself to the topic on which it had expertise.

The motion was subsequently defeated by a show of hands, receiving no votes in favour from the government house but a majority with no votes against in the non-government house. The delegation for the State member Australia indicated that they had not participated in the debate on this motion nor in voting. The delegations of the State members Norway, United Kingdom and United States indicated that they opposed the motion. The delegation of the State member Sweden indicated that it had abstained, as had the Royal Society for the Protection of Birds (UK). The delegation of the State member France stated that it was not in a position to vote on this and many other motions for reasons of principle, and because of failures of the system whereby delegates were permitted to speak.

Withdrawn motions

As mentioned above, CGR1.1, on adoption of the Statutes, was withdrawn by the IUCN Council as it was considered no longer necessary.

The following other motions were withdrawn by their sponsors:

Indigenous Peoples, Sustainable Use and International Trade (former CGR1.37)

This motion urged governments to support indigenous communities by eliminating certain trade barriers to the international trade of natural products. At the sitting where it was considered for adoption, the Sierra Club strongly recognized the needs of indigenous communities but expressed a wish that this motion not pass, partly because they felt it was too narrowly drafted and partly because of the lack of knowledge on the environmental effects of removing non-tariff trade barriers. It was concerned that threatened, rare and declining species were not excluded from its provisions. Other delegates were concerned that it was not related to the mission of IUCN. However, the delegation for the State member Canada believed that the motion was reasonable, as its main thrust was to avoid arbitrary and unscientific restrictions on the use of species, and the delegation for the State member Norway expressed its support. The Congress decided to return to the motion after other motions had been completed. The delegation of the State member United Kingdom indicated that it would abstain.

Conservation of Harp Seals (former CGR1.79)

This motion called on the European Union to remove its present ban on the import of harp seal products, acknowledging the significant increase in harp seal populations, the hardship that the ban causes to Inuit communities, and the inconsistency of this policy with other EU obligations.

The delegation of the State member Denmark asked that its intentions on this motion and the former one be recorded in the Proceedings. It had intended to abstain on the first and vote against the second. However, on behalf of Greenland Home Rule, it supported the draft text of both motions because the biologically sustainable harvest of natural resources, including the utilization of sea mammals and terrestrial fur-bearing animals, has always been the backbone of people's livelihood in the Arctic. Denmark also supports the right to engage in international trade of sustainably harvested products from nature, whether hunted or taken, but notes that Greenland, like many other indigenous communities, has met an array of obstacles to trade in its products and that the obstacles to the seal skins from the Inuit hunt in particular are not based on any international agreement. In this respect, Denmark regrets the lack of political resolve to put the principles underlying IUCN's work into practice.

Following statements against the motion by the International Primate Protection League and the delegation of the State member The Netherlands, the President called a vote. Later on, however, the Inuit Circumpolar Conference asked why the motion had been taken to a vote when only statements against it had been made. The President agreed to set aside the vote - it has also been taken late at night when relatively few delegates were still in the hall - and invited the Inuit Circumpolar Conference to speak in favour of the motion, which it then did.

When the Congress reconvened the next morning, it was announced that this motion and motion CGR 1.37 had been withdrawn by the sponsor. Speaking to this, the Inuit Circumpolar Conference (ICC) felt that there had been much misunderstanding of the motions which indigenous peoples had brought forward. ICC believed that the Congress's rejection of the application for membership by IFAW (see p.23) reflected the views of the Congress and showed the commitment of the Union to the sustainable use of living resources. In their opinion, these two motions, which were vital to the Inuit people, had not yet been fully debated and they called for an improved understanding of the issues involved. The withdrawal of both motions was accepted without debate.

The delegation of the State members Sweden and United States indicated that they had abstained from both these motions.

Motions passed to the Council

The following motions were not approved but passed instead to the incoming Council:

Establishment of Mining and Oil Exclusion Areas with a View to Conserving Biodiversity, Protected Areas and National Parks in Mesoamerica and South America (former CGR 1.100)

The Congress was not able to complete the text of this complicated motion in the time available. Delegates raised a number of concerns, some of which could be addressed in drafting and others which were more fundamental concerns about the main thrust of the motion. It was decided therefore to table the motion to the incoming Council.

The delegation of the State member Germany indicated that it had not participated in discussion of the motion nor

would it have participated in any voting. The delegation of the State member Sweden indicated that had there been a vote the delegation would have abstained.

Date for the Next World Conservation Congress (former CGR 1.123)

The Congress decided to table this matter to Council, considering that a Resolution setting the date for the next Congress was not appropriate since provision was made in the Statutes for Council to assume this responsibility.

Acknowledgements

Before concluding the item on Resolutions and Recommendations, the President read out a statement from the International Primate Protection League and asked for concurrence with the sentiments expressed. This called on the Congress to honour the memory of Ken Saro Wiwa and eight Ogoni leaders hanged on 10 November 1995, to salute their fight against degradation of the environment and to encourage IUCN members to observe one minute of silence on 10 November to mark the first anniversary of these deaths.

The President thanked all who had worked so hard on the Resolutions process, to loud applause, and in particular, Alicia Báicena, who had chaired the Resolutions Committee. Ms Bárcena thanked members of the Committee and the accompanying staff team by name, including Ms Aban Kabraji who had served as Secretary to the Resolutions Committee. The team had enabled over 70 contact groups to function. She also thanked the translators and typists without whom the process would not have been possible.

Appointment of Auditors (12:5)

Congress Paper CGR/1/96/12

The Congress decided to reappoint Coopers & Lybrand as auditors for the years 1997 to 1999, following a recommendation of the Finance and Audit Committee. (Decision 13)

The Committee also expressed the opinion that it would be appropriate to consider a change in the auditors every two or three years. The Zoological Society of London, however, noted that IUCN did consider a change in its auditors about four years ago and that three firms were invited to tender. The Society urged that in the Committee's report the word 'change' be amended to 'review' and this was accepted.

Honorary Membership (13:2)

The Congress, on the recommendation of the Council, may confer honorary membership on any individual who has rendered or is rendering outstanding service in the field of conservation of nature and natural resources. The President announced that the Council had recommended that Honorary Membership be conferred on Dr Jan Cerovsky, former Vice President of IUCN. He invited Dr Cerovsky to come forward and receive his certificate. *The Congress approved this nomination by acclamation. (Decision 14)*

The citation reads as follows:

"Jan Cerovsky is recognized for his life-long support for the work of IUCN. Through his early work in publishing conservation materials for young people he became involved in international youth efforts for conservation and subsequently in the work of the Commission on Education and Communication. He served as the Commission's Vice Chair from 1966 to 1969 and took special leave from his government office from 1969 to 1973 to serve as IUCN's first Education Officer. As a member of Council from 1988 to 1994 and Vice President from 1991 to 1994, he contributed his expertise to the overall governance of the Union. Through his long association with the Union, Jan Cerovsky has provided untiring support and encouragement for IUCN's activities in Central and Eastern Europe. He continues to serve the Union today as head of the Czech Project Unit and Convenor of the Czech National Committee of IUCN."

In reply, Jan Cerovsky said that as a young man he had heard of a new organization being created for nature conservation. He had dreamed of working for that organization, a dream that had been completely fulfilled through his service for IUCN. But he had never dreamed of receiving this great honour. He thanked the Union, his friends, supporters and family, especially his parents for their love of nature, and expressed himself to be deeply moved.

Recognition of Council Members (13:3)

On behalf of the Union, the President thanked all the members of the Council for their hard work during the last triennium. He read out the names of the outgoing Councillors and presented each of them with a certificate of appreciation and gratitude. These Councillors were:

Treasurer

Don Person (Switzerland)

Regional Councillors

Fernando Ardura (Argentina)
Curtis Bohlen (USA)
Corazon Catibog-Sinha (Philippines)
Joseph Ki-Zerbo (Burkina Faso)
Mankoto Ma Mbaelele (Zaire)
Antonio Machado (Spain)
Juan Carlos Navarro (Panama)
Perez M. Olindo (Kenya)
J. David Runnalls (Canada)
Zoltán Szilassy (Hungary)
Catherine Wallace (New Zealand)
Wang Sung (China)

Commission Chairs

Parvez Hassan (Pakistan)
Hans Lundberg (Sweden)
Thaddeus C. Trzyna (USA)
George Rabb (USA)

The President presented Parvez Hassan, Chair of the Statutes

Review Committee and outgoing Chair of the Commission on Environmental Law, with a print of one of the paintings by Bernard Pelletier displayed during the Congress. In thanking the Union, Dr Hassan declared that this was a very special and humbling moment.

John C. Phillips Medal (13)

The Chair announced that the Council had resolved to award the John C. Phillips Memorial Medal for Distinguished Service in International Conservation to His Majesty Sultan Qaboos bin Said of the Sultanate of Oman. The citation for the Award, with a short statement on the life of John C. Phillips, is given as Annex 5.

The medal was accepted on behalf of His Highness Sultan Qaboos by His Highness Shabib bin Taimur Al-Said, who conveyed the former's thanks to the Union and affirmed his support for IUCN's continued activities to conserving the environment for a sustainable future. He spoke also of the work of conservation in Oman and the country's participation in international conservation projects.

The 50th Anniversary of IUCN (13:4)

As the President outlined, IUCN had been formed on 5 October 1948 at a meeting convened by the Government of France, UNESCO and the Swiss League for the Protection of Nature. In Resolution 1.6, the Congress had accepted an invitation from the Government of France, to organize a major event to mark the 50th Anniversary of IUCN. Bettina Faure-Laville, newly elected Regional Councillor for West Europe, then presented the invitation and introduced a video showing the natural and cultural wealth of Fontainebleau, and with a message of welcome from the Mayor. This invitation was warmly received.

Appreciation of Distinguished Deceased Conservationists (13)

The President read out the names of 14 distinguished conservationists who had died since the 19th and last Session of the General Assembly and invited the Congress to remember and acknowledge their contribution. They are Enrique Beltran (Senior), François Bourlière, James Bourque, Jean-Paul Galland, Jean-Paul Harroy, Leonard Hentsch, Donald Kuenen, Hugh Lamphrey, India Musokotwane, François Joseph Rodriguez, Kailash Sankhala, Eniko Szalay-Marzso, Bob Standish and Josef Vavrousek.

Closing Ceremony (13)

First, the President, Dr Jay Hair, made his concluding address. He extended thanks from himself and his wife to the Union for their kind and generous hospitality. He had never before worked in such an inspiring organization. He affirmed his

appreciation to the Director General for their good working relationship. He recalled the Strategic Plan adopted in Buenos Aires, leading to the great success of the regionalization efforts in recent years. He congratulated all on a most successful first World Conservation Congress. "IUCN is the greatest conservation organization in the world", he declared.

He proceeded to offer his audience some advice. First came the words of Sir Winston Churchill, "Never give up!" Then the value of thinking with the heart as well as the head - the value of extending the open hand of friendship rather than the clenched fist of anger - it is better to ask hard questions than give easy answers - and finally the imperative of investing in young people.

Learning from these lessons, IUCN must be the place where we find common ground. "Facts are friendly", he opined, and so we must base our arguments on rigorous analysis based on work in science, policy and law. He wanted IUCN to be more effective in reaching out to the private sector and other partners.

In a world of great deprivation and suffering, IUCN should be in the forefront of the work to free people from the cycle of environmental destruction and degradation. Drawing on some of his personal and family experiences, he declared, "We, the global family of IUCN, are uniquely positioned to make this dream a reality".

On behalf of the Union Vice President Perez Olindo thanked Jay Hair for his work as President and congratulated him on what he had achieved, considering him to be one of the greatest Presidents the Union has had. He presented Dr Hair with a small memento.

The incoming President, Yolanda Kakabadse, spoke next. When she visualized the Union, she saw three natural ingredients which blend and cohere into a single unique platform of work. She spoke of some of the emerging conservation issues and of the great importance of allowing civil society to participate in the important debates of our time. She thanked the donors, leadership and staff for all they had achieved. Turning to the Programme, she declared, "It is our Programme. It is our responsibility as members to build up the Programme, so we can go from words to action." Quoting the words of Nelson Mandela, she said that the personal challenge facing her was to use the experiences of the past - good and bad - to construct a better future.

The Director General then took the floor. He thanked the Canadian colleagues, especially Alain Dufresne, Bruce Amos and David Runnalls, for a truly outstanding Congress. Participants had been made to feel honorary citizens of "this great and good country". He thanked the governments and people of Canada, Quebec and Montreal for their warmth, openness and hospitality. He thanked too the outgoing President, Dr Jay Hair, with whom he had worked happily and productively, and the formidable IUCN Secretariat team. "We are hugely grateful and very proud of you all."

He confessed that he had thought that changing the General Assembly to a World Conservation Congress, in which all could attend, would be a bit of a gamble. "I should have had more faith in my fellow conservationists. You have made it work. You have shown tolerance and goodwill, and shared your hard-won knowledge, expertise and wisdom." The Congress had succeeded magnificently and was a model for the future.

He concluded with a message to the core members of the

Union, who were committed absolutely to its mission: "Listening to the big emphasis here on communications, on economics, on influencing the policies and practices of the private sector, on security issues, some of you may have wondered if the Union is straying from its basic mission. Let me reassure you: all of these new ways of working – which is what they are - represent a means to the end we all seek, which is giving effect to the mission. If we use the new ways with skill and with daring, they will ensure that we give real and practical effect to the great conservation and development causes before us."

The President, Jay Hair, then thanked the many individuals and groups who had made the Congress possible, and extended the formal vote of thanks to the host country (Resolution 1.111).

Assistant Deputy Minister Tom Lee then spoke. He said how very much the Government of Canada appreciated the

kind words said about Canada's hosting of the Congress. He praised Alain Dufresne, of Parks Canada, leader of the host team. He considered that the Congress had been a great success. The Mission of IUCN, he continued, rightly recognizes the need to influence people: to do this, we must pull together as a Union, and we must reach out to others. IUCN is a very dispersed organization, and many of its members are small organizations, but together the Union forms a strong collective voice with a great capacity to achieve conservation. The risk of inaction is too great for divisions to arise in the ranks of the environmentalists. IUCN will work because its members share a strong collective vision, it has a sense of democracy and fair play, and it values the contributions of individuals. "Take this Mission back to your people and organizations", he concluded.

The President then closed the first World Conservation Congress.

The Workshops

The Congress convened 57 workshops organized in 10 streams running concurrently over 5 days from Thursday 17 October to Monday 21 October. Each stream had its own coordinator or coordinators. The workshops were open to the public subject to registration.

Stream 1. Enhancing Sustainability

Coordinator: Steve Edwards, Head, Sustainable Use Initiative

Workshops:

- Enhancing Sustainability: Resources for our Future
- Artisanal Fisheries
- Community-Based Management of Forests
- Guardians of Eden
- Wildlife Trade and Traditional Medicine
- Managing Wildlife for Sustainable Use
- Actions for the Future

Stream 2. Conserving Vitality and Diversity

Coordinator: Jeff McNeely, Chief Scientist, IUCN

Workshops:

- Implementing National Biodiversity Action Plans – Convention on Biological Diversity (CBD) – Art. 6
- The Role of the GEF in Supporting the CBD
- Restoration Ecology
- The Contribution of Science to Ecosystem Management

Stream 3. Adapting Protected Areas Management to New Challenges

Coordinator: David Sheppard, Head, Protected Areas Programme

Workshops:

- Caring for the Earth: 25 Years of World Heritage Action
- Managing Protected Areas in a Changing Climate
- Biosphere Reserves: Myth or Reality?
- Stewardship: Promoting Conservation on Private Lands

Stream 4. Sharing Nature's Bounty

Coordinator: Jean-Yves Pirot, Coordinator, Ecosystem Management Group and Head, Wetlands Programme

Workshops:

- Integrated Coastal and Marine Management
- Policy and Principles for Biodiversity Conservation in Arid Lands
- Linking Mountain Protected Areas to Create Large Conservation Corridors
- Mobilising Resources for Arid Land Biodiversity Conservation
- Utility of Phyto-Pesticides in Wildlife Conservation

Stream 5. Implementing Strategies for Sustainability

Coordinators: Nancy McPherson, Head, Conservation Strategies Programme, Wendy Goldstein, Head, Environmental Education & Communications Programme and Kevin Grose, Head, Information Management Group

Workshops:

- Experience from National Strategies
- Strategies Experience at the Local Level
- Reaching Target Audiences and Changing Behaviour: Effective Communication in Strategies
- Assessment of Sustainability: Experience and Learning
- Mapping and GIS for Conservation
- Understanding and Monitoring of Biological Diversity
- Parallel Session: Information Technology for Conservation

Stream 6. Involving People in Conservation

Coordinator: Grazia Borrini-Feyerabend, Head, Social Policy

Workshops:

- Collaborative Management for Conservation
- Water and Population Dynamics: Local Approaches to a Global Challenge
- Poverty, People and the Environment
- Ethics in Conservation Biology

Stream 7. Using Economics as a Tool for Conservation

Coordinator: Frank Vorhies, Environmental Economist

Workshops:

- Incentives and Disincentives for Conservation
- Debt for Conservation Swaps
- Consumption Patterns
- Assessing Protected Area Benefits
- Greening National Accounts
- Structural Adjustment and Conservation
- Banking on Biodiversity

Stream 8. Acting on Global Issues

Coordinator: Mark Halle, Head, Global Policy & Partnership

Workshops:

- Trade and Sustainable Development
- International Forest Processes
- Future of Development Cooperation
- Rio +5 Consultations
- Environment and Security

Stream 9. Learning from the Canadian Experience

Coordinator: Antoine Leclerc, Canadian Committee for IUCN

Workshops:

- Managing Sustainability in Canada's Arctic
- Planning and Establishing a Protected Areas System
- Developing a Business Approach to Protected Areas Management
- Economy, Communities and the Environment – Integrated Land Use Planning and Energy Policy
- Planning Specific Areas for Sustainable Use
- The Role of Universities in Protected Areas Management

Stream 10. Engaging Members and Partners

Coordinator: Alex De Sherbinin, Population-Environment Officer, Social Policy

Workshops:

- Latin America Biodiversity Forum
- Factoring Environment in Corporate Planning
- Indigenous Peoples and Conservation
- Landscape Conservation
- Conservation Lessons from the South
- Towards Sustainable Development in Central America

Breakout and parallel sessions were also held to explore various aspects of the workshop programme.

For more details on the results of the workshops contact the individual workshop coordinators at or c/o IUCN Headquarters.

Report of the Plenary Panel on the Workshop Results

1. Address by Jeffrey A. McNeely, Chief Scientist, IUCN

CONSERVATION TOWARD THE 21ST CENTURY: MESSAGES FROM IUCN'S WORLD CONSERVATION CONGRESS

Introduction

Conservationists are seriously concerned about economic and environmental trends around the world. Supported by the current tax and trade policies, people are consuming our planet's resources at an accelerating pace. Governments everywhere are seeking to increase labour productivity, which inevitably means more intensive and extensive use of capital, materials, and energy. Increasing resource productivity – which makes more sense from a conservation perspective – would mean reversing this trend, requiring revolutionary changes in policies on trade, technology, industry, labour, and finance. Progress toward sustainable development requires an appropriate balance between the two forms of productivity, closely linking success in conservation to the major development interests of modern society. That's why those of us who are naturalists have climbed down from our mountains, hiked out of our forests and savannas, and swam out of our coral reefs to come to IUCN's World Conservation Congress and meet with bankers, industrialists, economists, journalists, civil servants, developers, and many other interests – to seek ways of working together to influence the major global trends that are threatening the resources we are trying to maintain for future generations.

IUCN's first World Conservation Congress, held in Montreal, Canada, in October 1996, included 57 workshops covering a wide range of topics and drawing on a tremendous diversity of input from the 3,000 participants in the event. With hundreds of individual presentations and interventions, this wealth of input – organized largely by IUCN Members – provided a reality check for all of us, enabling us to learn what is happening in the rest of the world, and whether our activities make sense in the context of what is taking place elsewhere. The workshops gave us a chance to share our insights, information and perspectives with our colleagues from all around the world. From this great wealth of intellectual stimulation, I was asked to synthesize the major messages and new areas deserving greater attention by IUCN – its members, Commissions, and Secretariat.

Many of us will agree that the world we want is very different from the one we are creating, and if we don't change our direction we will end up where we are heading. We need to break the "conspiracy of success" that prevents an honest assessment of experience and inhibits learning from our mistakes. Because, as one workshop pointed out, failure is the best learning experience we have, we need to risk failing, be bold in seeking solutions, learn from our failures, and build on our successes.

We heard from another workshop that a trillion dollars has been spent in official development assistance since the Second World War. That sounds like a lot of money, but in fact this is about the same amount that is being spent every year for inappropriate incentives. According to one United Nations estimate, governments are spending a trillion dollars a year – 50 years worth of ODA – in ways that subsidize over-exploitation of natural resources. This puts into perspective the scale of problems that we need to address, and the international financial resources that are available to address them.

A Unifying Theme

Many workshops suggested an unifying theme: biological diversity, or biodiversity for short. The Convention on Biological Diversity, now ratified by over 165 countries, has three objectives that are remarkably convergent with the IUCN Mission Statement we adopted in Buenos Aires in 1993, and which was reconfirmed here in Montreal. Our Mission is: "To influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable". Echoing our mission, the Biodiversity Convention's objectives are "the conservation of biological diversity, the sustainable use of its components and the fair and equitable sharing of benefits arising out of the utilization of genetic resources". In giving us a framework for our programme, biodiversity brings together many different aspects of our business to form a much more comprehensive approach to conservation. It establishes a positive linkage between conservation and development that eluded us when our phrase was conservation for development. This linkage has enabled us to gain the attention of a far larger constituency among governments, international agencies, non-governmental organizations, and the private sector. But we still need to give much more attention to feeding the complexity of the biodiversity concept in easily-digested morsels to decision-makers and the general public who are hungry for solutions to the problems of modern society.

Levels for Action

Biodiversity also implies several different levels of action, and the workshops can be conveniently regarded from these different levels. The most basic is the local level – the farm, the village, the forest, and the individual protected area. Other levels include the bioregional, the national, and the global. While action is required at all of these levels, several workshops gave particular attention to the first level, calling for local empowerment, benefits, and responsibilities. Perhaps the best attended of the workshops and in many ways the one that seemed to strike the most responsive chord among the most people, was in the form of a drama called 'Guardians of Eden'. The message that came out of that play seemed to boil down to four points:

- r First, communities should be empowered to find their own solutions, requiring government policies to enable such empowerment.
- r Second, we need to understand the past and present in order to prepare for the future.
- r Third, seemingly-unsophisticated communities can and do make profound decisions about long-term sustainability effects on grounds that are not obviously rational in scientific terms.
- r And fourth, and something that we must take to heart, local people are angry that those who are living far away are making decisions for them or that affect them.

Several of the workshops concluded that we must create, nurture and enable responsibility in landowners and resource users to manage and protect land and natural resources. We heard, for example, that in South Africa about 7% of the land is now in private protected areas. That is a development which needs our attention, for it is both an opportunity and a potential problem. One of the major challenges is how to build national policy support and a framework for such local initiatives and put them on a sound legal footing. You may remember part of the Hippocratic oath for physicians: first, do no harm. We have to ensure that governments do not advocate policy measures that discourage local initiatives such as these. The principle of local responsibility for local resources came up repeatedly in many of the workshops. This makes sense because feedback works especially well at the local level; when a local level resource manager makes a mistake, he or she pays for that mistake in declining productivity of the system. When a local resource manager makes a good decision, then more benefits flow and sustainability of resource uses is more likely. Community-based management is a form of ongoing natural selection, a sort of adaptive management based on real-life experience and locally-available resources.

Yet local communities are not the only bodies in society interested in managing natural resources and capable of doing so. In real-life situations it soon becomes apparent that a variety of actors – institutions, authorities, businesses, interest groups and agencies of various kinds – exist within and outside local communities. These actors have different concerns and capacities to bring forward, which should not be "lumped" together, not even into an (improbable) "community position". As discussed in the workshop on collaborative management, various actors can assume different responsibilities and receive

different benefits for the ultimate advantage of both conservation and society. Such partnerships require much time and resources to develop and are dependent on genuine professional commitment, but they provide the best chances for the sustainability of conservation and effective resource management.

Many of the workshops also stressed the importance of indigenous knowledge. The democratic trends that we see in many parts of the world have reinforced the legitimacy of tribal and communal responsibility over many areas. Native title in one form or another has been recognized or reinstated, at least partially, in Brazil, Colombia, Australia, New Zealand, Canada, and many other countries. But at the same time, we also heard that traditional knowledge should be on the list of endangered species. Of the world's 6,000 languages at least half are no longer being taught to young people, so we are losing cultural diversity even more quickly than we are losing biological diversity. This means that we are losing a significant part of the knowledge that people have learned over many generations for adapting to their local ecosystems.

One of the problems has been that the local knowledge has been freely used by anybody who can get a hold of it. A study that was quoted from UNDP suggested that the developing world would gain around US\$5.4 billion per year if multinational food, seed and pharmaceutical firms paid royalties for local knowledge and plant varieties. While such calculations are highly speculative, that amount of money could make a real difference to local communities, if spent appropriately.

We also need to address conservation at the bioregional scale. By my count, at least eight workshops converged on this level. Protected areas must not be islands surrounded by hostile land uses, because they are never large enough to protect all the natural processes, such as evolution or predator-prey relations, that they are designed to conserve. They need to be managed as part of a larger regional landscape – what is called in many parts of the world a biosphere reserve, or in the UK a national park. A broader bioregion that is managed for purposes compatible with the Convention on Biological Diversity can be relevant to mountain systems, marine systems, wetland systems, arid lands, and any other biome. We need to find a scale large enough to deal with the complexity of the systems involved, but small enough to enable the people involved to come together to negotiate solutions to the critical conflicts that must be resolved.

The national level we all know very well is where sovereignty is lodged, where binding decisions are made in the interest of all a nation's citizens. But national governments everywhere are under pressure today and most of their budgets are declining in real terms. Less money is available from central governments to support the kinds of activities we all care about, so we need to focus more on the highest priorities: what really needs to happen first at the national government level to enable real progress to follow at all the other levels? We need to stimulate more appropriate action at the national level, especially where IUCN members in each country can come together to put pressure on the political system toward agreed conservation objectives. One place to start may be to redirect that trillion dollars per year of perverse incentives toward more positive ends, thereby both saving money and conserving biodiversity.

And finally, we need to work, as we are doing at this Congress, at the international or the global level. One of the

recurring themes throughout the workshops was a focus on international programmes and conventions. If we examine the list of international conventions that are relevant to our business, the Convention on Biological Diversity is at the top of the list. Recall that we originated this Convention back at the Third World Congress on National Parks in Bali in 1982, and developed it further through the efforts of the Environmental Law Centre of IUCN and several IUCN General Assemblies before feeding it into the intergovernmental process. The Biodiversity Convention is ours. It says the kinds of things that we need governments to say, and its objectives re-state the IUCN mission. Now that governments have agreed to it, it is time to implement it on the ground, and that remains a big challenge for all of us.

The Convention on International Trade in Endangered Species has also been a very prominent concern, not only in workshops about species, but also those on trade and the environment, addressing issues such as fisheries and forests as well as more traditional wildlife. The Law of the Sea Convention has many aspects that are relevant to our activities in the coastal and marine environments. The Convention on Wetlands of International Importance is very closely linked to our work on wetlands. The World Heritage Convention, which next year will be celebrating its 25th anniversary, is designed to give special attention to areas of global importance, areas where we should all invest some of our time and effort. The Desertification Convention, which has not received nearly the attention that it should from IUCN, will be coming into force at the end of this year, and is especially relevant to Africa, where the problems of sustainable use of wildlife species, vegetation, fisheries, and water, are particularly critical. As we heard from another workshop, the Climate Change Convention can support more effective management of protected areas, but it also affects issues like invasive species, coral reefs, biodiversity, and wetlands.

All of these international negotiations are central to our work. The people who are representing governments at the negotiating table, however, are seldom as well briefed as they should be about our concerns. Negotiators at the Climate Change Convention do not understand the importance of their Convention for biological diversity, protected areas, or marine conservation. They may have been briefed about trade issues for the World Trade Organization, but are they informed about the impact of trade on the environment? We need to take advantage of the opportunities these conventions provide at the global level to get better performance out of our national governments.

But at the same time, what about governments that are already over-stretched? Governments have less money available for the environment, yet we have a proliferation of international environmental conventions requiring seemingly-endless meetings. The documentation for the Convention on Biological Diversity held in Argentina the week after the WCC was over 15 centimetres thick! What government has enough resources to enable its relevant staff to even read all of that material, much less respond to it in a thoughtful way? And that's only one of the conventions. Like the ticking of a metronome, or a time bomb, meetings of Conventions, Panels, and Programmes keep coming one after another. We are in real danger of spending all of our time talking to each other, reading papers, and going to international meetings. What can we do to streamline this international programme – this interna-

tional proliferation of very useful and very important legislation? One suggestion made by Maurice Strong is that we should have a World Environment Organization that would bring all of these different pieces of legislation together in a more comprehensive way and help enable governments to respond in a more productive manner. These multiple obligations are in danger of becoming a burden, and if they become a burden to governments they won't be implemented – an outcome that would represent a tragic lost opportunity.

That said, we also need to recognize that the negotiation process has been very useful for the conservation movement, bringing our concerns to the attention of governments and political leaders (with all the risks attending such exposure). For example, the policy dialogue known as the Intergovernmental Panel on Forests certainly is influencing national forest policies, so we need to influence our national delegations to those discussions and use them to further our conservation interests.

One last global point: the global economy means that we are now globally tied together in a global market. If you walk down the street in Montreal you can buy goods from just about anywhere in the world. It can be 40° below zero outside, and you can still purchase fresh tomatoes. This is wonderful. But what happens back where those tomatoes are being grown? The consumers of the traded tomatoes here in Montreal don't have any idea – there's no feedback loop between the global economy and the local production of the resources, between the way those resources are being managed on the ground and the way that we're consuming at the global level. We need to build better feedback into our system so that consumers are made aware of the environmental impacts of their consumption. We also should be aware that global economic integration increases the chances of sudden and rapid economic destabilization. If we all become highly dependent on global forces over which nobody seems to have much control, the whole system could unravel like a cheap sweater and we could face unprecedented problems whose solutions may well come from the locally-available resources and knowledge we are able to conserve.

Emerging Issues

The workshops identified numerous emerging issues. One of the most interesting was the **increased emphasis given to people**. We need to consider many different social classes, groups, and both genders in the work that we are doing. Why is that? The benefits from using resources historically have been flowing to the wealthier sectors: the export producers, the commercial farmers, the investors in extractive industries. But the costs have been shouldered especially by the poor, by subsistence farmers, the informal sector workers, and women. Women throughout all societies and at all levels have often been left out of the environmental equation – their actual and potential contribution, the consequences of their behaviour, and the potential effects of environmental activities on their lives and livelihoods have been ignored. So a special effort was made during the Congress to introduce **gender perspectives** and the need for gender analysis, and a Gender Resource Team was formed to monitor the integration. This exercise showed that we still have a long way to go. Some workshops did discuss empowerment of the real resource users, both men

and women, calling on conservation to include the most marginalized and to understand the differences not only between the genders but also within them. But while some workshops made a passing reference to projects involving women, serious discussions of gender issues in most was conspicuously absent. We have not yet understood that we need a fundamental re-thinking of our approach to conservation, not a simple "add on" of projects or project elements for women. We have not yet realized that ignoring the importance of gender-determined roles is detrimental to both our conservation efforts and to the men and women of the communities with which we interact.

Issues of **equity** and the **collaborative management** approaches that were discussed in many workshops provide powerful pathways towards both a more effective and efficient management of natural resources and a more just and equitable sharing of the benefits arising from this improved management. We should keep in mind, however, that the richest 350 people in the world control capital assets that are equivalent to those held by the poorest 50% of the world's population. We have a long way to go to correct the inequities that characterize today's world.

Apart from equity issues, it is evident that when people are not involved in reaching decisions, the chances of their compliance are slim. And yet powerful mechanisms are available to involve various actors in collaborative management partnerships. Collaborative management agreements can take many forms, including active consultation of stakeholders, negotiation of a specific share of rights and responsibilities, involvement in a formal management body, partial devolution of functions, and so on. Only the relevant actors can identify the approach best suited to the context at stake.

Other workshops examined **why resources are being over-consumed**. In one workshop economists told us that global resources are being consumed especially by citizens of countries that have very well defined property rights, and resources are over-produced (that is, depleted) especially by those countries with ill-defined property rights. As a result, the full costs of production are being ignored – in economic terms, these costs are "externalized". The system has no feedback, so it cannot adapt to change. If economic factors are leading to over-exploitation, then we need to correct these institutional failures through mobilizing economic tools for conserving biodiversity. For better or worse, economics is now the language of discourse of decision makers, so we must learn to use the language of economists. If we are able to quantify the economic value of water-based ecosystems, for example, and to specify the role of those systems in supporting local communities downstream, then decision makers may be able to see the wisdom of conservation upstream and enact the laws that provide an appropriate property rights regime.

We heard many good examples of things that are working, at least in some places. One of the most interesting was **restoration ecology**. "Restoration ecology" may sound as if it's rather abstract science, but the workshop that addressed the subject said: "Restoration ecology allows people an opportunity for personal self-transformation, community renewal and a way to resonate with the ancient traditions of world renewal". Thus ecologists, too, are beginning to see that conservation is a social movement, calling for profound cultural change.

Many of the workshops discussed the **dynamism of systems**. We heard that the protected area systems of the world

are constantly changing. A report from one part of the world said that they hope "to complete the protected areas system by the year 2000". But I don't believe we should think in terms of ever completing protected area systems, because conditions are dynamic. With climate change, changing patterns of land use, and changing economic systems, protected areas too will constantly change. And we don't need to devote much time to discussing whether they should cover 10% or 12% or 15% of the landscape. What really matters is the way that we manage the entire landscape, and the way that protected areas relate to the surrounding lands. If we manage our lands well, a protected area estate of 10% is ample, but if we abuse the rest of our landscape, then 15% is not nearly enough.

We heard a lot about **ecosystem management**, which is strongly endorsed by the CBD, but the regulatory mechanisms used in most countries are often very species-specific. CITES, endangered species laws, and many sustainable use programmes are all aimed at individual species or populations, so we need to complement the ecosystem approach with improved approaches to species conservation. And surely one of the most interesting products for the general public is the **Red List of Endangered Species**. The release of the latest edition the week before the WCC attracted tremendous attention and people started to renew their concern about what is happening to the species on the **Red List**. Given the communications power of such tools, it was suggested that they should be extended to ecosystems as well.

All the workshops addressed the cross-cutting issue of **communications**, either directly or indirectly. It is clear that communications are critical to building a broader constituency. We need clear communications, influential input from the stakeholders, and apparent and obvious support for the initiatives of other interests and other ways of ensuring that people understand the processes, the results and the impact of the conservation initiatives that we're trying to push.

We also heard from the people who are working on **information and electronic communication technology**, one of the most dramatic innovations of the late 20th century. Here is what they say: "Many information technologies are available and are being used by IUCN members and partners. Now is a good time to get started as the conservation community has people who can help give advice on which are best to use". Perhaps IUCN could offer a useful service by providing a framework for packaging conservation information into easily digested and applied portions. Indeed, the newly-created Biodiversity Conservation Information System, bringing together the efforts of several parts of the greater IUCN family, is an important step in this direction.

We also talked a lot about **trade and the environment**, and especially about how we can work more productively with **the private sector**. Over the past few years, official development assistance has been declining slowly, while private sector investment has been growing so quickly that-it is now by far the dominant player in developing countries (though the vast majority of this investment is in about 15 rapidly-industrializing countries, while most others are largely ignored by private investors). As one indication of their economic influence, the ten largest multinational corporations now have sales that exceed the combined GNP of the 100 smallest countries. The private sector is also the primary vehicle for transmitting cultural values through advertising, cinema and popular music. These facts indicate that a constructive cross-sectoral dialogue

is needed between business and conservation, based on mutual interests in the sustainability of resource use. We need to encourage industry to move beyond compliance and risk management and into building conservation principles into their corporate planning as a strategic opportunity.

But a question that will be on all of our minds is, who will be able to oblige the private sector to internalize its social and environmental costs, especially when these cross national borders?

Conclusions: What IUCN can do

So what kind of a future do we want? Here are ten suggestions on what IUCN can do, seeking to synthesize the key messages from the 57 workshops into just a few words.

r First, we need to build a stronger constituency through providing or publicizing the benefits of conservation to more people and interest groups. We need to develop partnerships by which the benefits and responsibilities of conservation are equitably shared in society.

r Second, we need to help raise conservation issues and define what should be the public priorities. This will depend on improved communications with multiple audiences on subjects that have eluded media attention, such as how biodiversity loss and ecological degradation affect and are affected by cultural loss, poverty and human disease, and the linkages between trade and the environment.

r Third, we need to provide a forum for discussions of issues that are not yet on the international agenda, for example the impact of decentralization on biodiversity, underlying causes of threats to biodiversity, issues of land tenure, unsustainable consumption, and even the impact of corruption on conservation.

r Fourth, we need to give more attention to alien invasive species and restoration ecology, the former as a major conservation challenge and the latter as a major conservation opportunity.

Fifth, we need to provide positive examples of best practice, including self-reliance and equity. And perhaps we need also to provide bad examples or good examples of bad practice. We need to work on monitoring and evaluating successes, failures, and trends, leading us in productive new directions.

r Sixth, we need to greatly expand our use of legal and economic tools for conservation, including economic incentives, green taxes, charges, compensation, debt relief, environmental funds, and many others. Couching our positions in economic terms will enhance our credibility with politicians and other decision-makers.

r Seventh, we need to provide scientifically credible information that is readily accessible to the public and to policy makers and in a form they can use - another task for information technology and communications.

r Eighth, we need to promote productive new partnerships between different sectors, between governments and NGOs, between the private and public sectors, and between different scientific disciplines. We need to help

promote institutional and intellectual hybrid vigour.

r Ninth, we need to find ways to promote a diversity of solutions to local conservation problems, support more effective national conservation policies, and use global conventions and other measures to give greater legitimacy to conservation action on the ground.

r And finally, we need to do what we did at the World Conservation Congress: promote and facilitate exchanges of views, and help to get people in touch with each other so that they can pursue their own diverse interests and concerns more effectively.

In short, we need action that is economically practical, ecologically sound, politically palatable, socially acceptable, and legally enforceable. That of course will require site-specific responses in each individual country, built on sound national policy and supported by vigorous international cooperation. We need to look for incremental improvements, not to expect revolutionary changes necessarily, but to continue to take significant steps along the way toward a more sustainable future. We need to combine a rigorous scientific analysis with the socio-economic and spiritual values embraced by society to shape a landscape that can adapt to the changes that the 21st century will surely bring.

2. Report of the Panel Discussion: Comments by the Panelists

Keith Bezanson, Director of the International Development Research Centre, Canada

Conservationists should recognize that conventional aid for development is drying up. One consequence of the tougher environment for development workers is a reduction in risk-taking projects. The trend towards decentralization of government also carries implications for IUCN: perhaps the Union should no longer seek to work so consistently through central authorities.

Ashok Khosla, Development Alternatives, India

The conservation movement must come to grips with consumption patterns, since the goals of conservation cannot be reached under today's industrial lifestyles. Today's industrial methods use too much capital and waste resources. We need new technologies and new economic systems. The workshops showed that planning, micro-technology systems, management and marketing innovations are needed. These cannot be provided by either the public or private sector alone. Both must reinforce each other.

Population growth in the South urgently needs to be slowed down. This is more urgent than cutting northern consumption.

Another main issue is efficiency in consumption and production, to develop sustainable livelihoods that do not destroy the resources, and that empower and bring women into the mainstream of the economy. To move IUCN in that direction we should orient our programmes, the next Congress and other events towards issues such as pricing of resources, scales

of production and designing sustainable livelihoods.

We also need to focus on ethics and governance – issues that are the heart of all our programmes. There are powerful links between people, decision-making and the sustainability of resources. The participation of people is critical. Radical changes are needed in government institutions that were set up to exploit resource as fast as possible. Monitoring and evaluation systems need to be strengthened.

A major issue of concern to IUCN this triennium is the threat to civil society by multinationals. High salaries and the opportunities to go abroad are draining skills and capacity from developing countries. Civil society has not been able to coalesce into a major force. The conservation movement will suffer greatly if these trends are not reversed. There is a haemorrhaging of skills, capacity and experience.

There were some disappointments in the workshops. If the Union becomes an island in conservation it will wither and die. We will be isolated from mainstream institutions. We must use these Congresses to fertilizing cross-interests and sciences. Many workshops were preaching to the converted – very few brought new people to the issues.

Julia Carabias, Minister of the Environment, Mexico

The environment community continues to be isolated and we are basically preaching among the converted. Rio was a climax, with many significant institutional changes just before and afterwards. Since then, interest has decreased, a fact reflected in the budgets and commitments of countries.

At present IUCN has little interaction with commerce and financial institutions. Globalization and the opening of the markets has been very fast, too fast for most countries. For example in Mexico it has had a strong negative impact, particularly on poor people. The opening of the markets have not yet contributed to improving the quality of the environment, but may eventually do so.

There are four major risks:

- a) In the globalization process, some industries may establish themselves in countries where legislation is weaker and production costs are lower than elsewhere;
- b) Poor countries who open their doors to global markets may see their natural resources over-exploited;
- c) Globalization tends to standardize the patterns of consumption and this could lead to confrontation between the global economy and local economies leading to a loss of biological and cultural diversity;
- d) It is possible that in the name of a legitimate global interest in conservation, some people or organizations might abuse our subject in order to generate new trade barriers.

The solutions are to:

- a) Strengthen the legislation of countries through a gradual process, recognizing social, cultural and economic differences;
- b) Develop adequate systems of certification recognizing that this could be a double-edged sword. It will require capacity-building, technological assistance and appropriate transfer of technology;

- c) Broaden the markets for a wider variety of goods coming from countries rich in biodiversity;
- d) Ensure that markets are fair and equitable, and take into account the costs of sustainability.

Marie-Angélique Savané, Head of the African Section, United Nations Fund for Population Activities (UNFPA)

The role of organizations like IUCN is to challenge the whole system and resist a sectoral approach in promoting a new environmentally friendly life-style. The population debate, for example, had been sidetracked into discussions of means to limit growth rather than determining how many people the planet could support: "One is necessarily led to pose questions about consumption."

Similarly, gender issues were often reduced to questions of women's empowerment, raising the possibility of a similar movement for men in a few years: "We forget that it is only together that we can fight under-development and poverty."

She closed with an appeal to IUCN to treat Africa as a continent of opportunity rather than a continent of problems, for its people's capacity to enjoy life, respect for age, and willingness to share in a community. Thus, Africa could become a model for the new civilization it is necessary to develop.

Anders Wijkman, Bureau of Policy and Programme Support, UNDP

Some global institutions are being weakened and their role questioned, but the need for global institutions and partners is greater, not less, than before. IUCN needs to devote time to this issue.

There is a tendency to proclaim that the free market will respond to human problems, but markets will never really do so. There is a need for a balancing factor – a need to strengthen global institutions and policy-making. The market is an efficient tool for growth but not for growth combined with equity.

IUCN should devote more time to macro-economic frameworks. This is a current shortcoming in the IUCN programme on equity and environment. No-one questions importance of trade, but the participation of developing countries in world trade is very small.

What role should development cooperation have in the future? There are some dimensions of development that it will not influence, such as governance. But it is in the interest of all to prevent mass poverty.

IUCN should be actively involved in redefining security. The UN is in desperate need to address the issues of population and environmental protection.

On production and consumption patterns, we need to become much more efficient through the use of incentives and disincentives.

On media and communications, we need to join hands with artists of all types.

On values and ethics, we must look at our own behaviour. There are talented people out there with the right understanding but with too much concern about their own egos and institutions. Turf and internal battles tend to dominate the agenda. Efficiency and sufficiency should guide us when it comes to

ethics and environment.

It is frustrating that we still lack a theoretical framework within which to address issues of sustainable development. We know what is unsustainable, but we do not know what is sustainable development.

Questions and discussion from the floor

The Chair, Sir Shridath Ramphal, asked the participants:

- r How do you review the outcomes of workshops?
- r How do you assess the implications for IUCN?
- r How do we respond to the challenges?

Points made from the floor included the following:

- r Do IUCN members lead more environmentally sustainable lifestyles than other citizens, and if so how do we recognize such lifestyles?
- r We expected the Congress would focus on the future, but unfortunately we are focusing on the present. We need to think of how these assemblies can ask critical questions and consider new philosophies. It is a worry that we are still talking about protected areas.
- r How can we mobilize the political will to achieve sustainability. We are living in the world of islands. The world is spending on armaments, not on environment. IUCN should not shy away from political issues.
- r The Workshops missed some crucial issues. For example, the UN General Assembly has just convened a session on collapsed States. No-one spoke about the Internet, yet this is a revolution in communications. Internet lets us build up civil society by providing information and connecting people.
- r Why should we accept the premise that the unhindered movement of goods should be of greater value than environmental protection and employment security? There is a need to reflect on our experience and see if the GATT assumptions are correct. It is simply not true to say that we need trade for sustainable development, as we do not even have sustainable development.
- r The Draft Covenant on Environment and Development is the only Covenant of its kind. IUCN should lobby for governments to adopt it. Our objectives need the rule of

law in order to be achieved.

- r We are in danger of becoming slaves to Adam Smith. Adam Smith's proposition is only valid if prior conditions are satisfied such as property rights. There is no evidence that the market will bring universal benefits. This will only happen if there is universal structure to provide such things as property rights and that the market forces are working to benefit nature conservation and not against it. IUCN should work hard to achieve this.
- r Members want to see an attack on poverty at the forefront of the struggle to achieve sustainable development. Of the many activities IUCN will undertake in the years to come, is there the capacity to deal with issues of poverty and prospects for the future? We need concrete proposals for access to funds. IUCN's regionalization should be speeded up; the problems are not always the same in different regions.
- r We should put more emphasis on appropriate technology, and a focus on bioregions. We should advocate agricultural practices that are closer to nature.

Conclusions by the Chair, Sir Shridath Ramphal

At Buenos Aires, Sir Shridath had emphasized how quickly the world is changing and asked what role IUCN should take. Would the Union become a partnership or remain just a dialogue? Would we stay silent on the human inequities that lie at the heart of calamity? Would we insist that environmental ethics are soft issues and not face them? Would we preserve the silence of Rio on over-consumption? Would IUCN's role be that of advocate? Would it be a backwater of nature conservation – or would it venture out to the role of sustainable development?

Sir Shridath believed that IUCN is poised to respond to these challenges in an enlightened way. He considered that in some regards IUCN had responded, but only in part.

The workshops have helped us understand that humans are part of nature, and that equitable use is at the very heart of sustainable development.

Let us have no illusions about the nature of the challenge. While we are one of many players, our contributions are invaluable. We can make a difference, despite our differences whether social, economic or cultural. We must renew our commitment and double our efforts.

Other Events

Special events were held as panel discussions in the main hall, and were open to the public as well as delegates. These were:

17 October	Communicating the Environment
17 October	Business and the Environment
18 October	Financing Sustainable Development
20 October	Nature in the Twenty-First Century

A public exhibition, Caring for the Earth, was presented by Canadian Heritage – Parks Canada, with around 100 exhibitors, from 17 to 21 October in the Convention Hall.

Reports on the four panel discussions follow.

Communicating the Environment

An abbreviated version of a report by Juanita Castaño, IUCN-SUR

Communications issues ran like a thread through the Congress from the first day, when the Canadian Premier and Deputy Prime Minister gave the meeting a send-off in a blaze of publicity, to the last press conference, when the new President highlighted the communication challenges for IUCN. Midday on 17 October brought together major specialists in communicating the environment to offer advice on how conservationists can widen their impact.

Chairing the panel, environmental author Lloyd Timberlake argued that conservationists need to widen their audience and get other groups to consider the implications of environmental developments for their members and activities. He had found, for example, that a British trust owned many kilometres of coastline but had no policy on climate change. "We have large numbers of groups out there who ought to be environmentalists," he underlined. "These include people who fish, people who watch birds, hikers, outdoors people." It was up to conservation groups to reach them.

Environmentalists had also failed to take advantage of "the more exciting aspect of sustainable development" such as equity of opportunity in society and participation in decision-making. Conservationists could thus relate sustainable development to the rights of women, indigenous peoples and children, and to peace as well as the environment. This approach could create alliances with advocacy groups concerned with these issues, rather than allowing politicians to deal with them separately. "Imagine how exciting it would be if they all showed up on one day under the banner of sustainable development."

Timberlake concluded: "We environmentalists are too

narrow-minded. We enjoy talking to our own kind too much. We have a hard time reaching out – to business, to the legal profession, to groups that we don't normally associate with – and we will have to get better at this."

Biologist, broadcaster and activist David Bellamy said the media can play an important role in dealing with environmental problems, especially at the local level. But the ecological movement should make more effort to publish good news. "Sensational, single-issue, divisive reporting - this has, in my opinion, done much harm to the whole movement of conservation," he said. "However without television coverage [...] the rapid and catastrophic extinction of options for a sustainable future would have gone by almost unnoticed by more than 90 percent of the people of the developed world."

He continued, "The sad thing is that despite all this coverage and television news, over 70 percent of the world's fisheries are in decline; over 70 percent of the world's coral reefs are falling apart; our temperate forests are now being destroyed as fast as their tropical counterpart. Transboundary pollution is on the increase." After 38 years in environmental communications, he believed conservationists had failed in the primary objective of saving the biodiversity on which the options for sustainable development ultimately depend. "In consequence, the living Earth, our life support system", is in now more grave danger than it has ever been before."

He remained optimistic, however. Agenda 21, the blueprint approved by the Rio Earth Summit in 1992 was being applied by local groups across the world. "They are showing that by change at the grassroots level, you can actually put your life back into some sort of sustainable working order."

Kalpna Sharma, assistant editor of India's *The Hindu* newspaper and a retiring IUCN Councillor, highlighted the need for environmentalists to understand how the mass media work. Newspaper and broadcasting bosses are not altruists. They are in the business to make money.

Likewise, conservationists need to understand the narrow definition of news that characterizes mass communications. "An event is news, but the process that leads to that event is not news. When it comes to the environment, that is a crucial difference." Journalists generally know very little about the environment because it is not a profitable specialization, she pointed out.

It is necessary to develop environmental understanding among journalists, but shocking events such as the Bhopal gas tragedy in India that had killed perhaps 10,000 people could help develop awareness. "The issues were political and economic – they fitted the dominant hierarchy of news values – as well as being obviously environmental." This approach was cleverly exploited by campaigners against the Narmada

dam project: they gave journalists all the background information available, and left it to the reporters to decide how to fit the story into their scheme of news values, but managed to turn the issue into a debate on India's path of development rather than simply about the environmental impact of a project. This made it easier for journalists to treat the conflict as hard news.

Claude Martin, Director General of WWF-International, emphasized that mass communication is a professional activity. Conservationists were not necessarily good communicators even with a good message. Early on, WWF had recognized the need to have professionals "to teach the conservationists to sing".

But simply raising awareness about environmental problems does not solve problems. "It can lead to resignation, and making people and youngsters feel hopeless about the planet," he noted. Conservation organizations need to spend more effort on bridging the "huge gap" between environmental awareness and the empowerment of people to take action and influence politicians. Environmentalists had to be ready to debate their arguments with others in the public arena. "Communication should be seen as a conservation approach," he argued. But this approach often showed that conservationists were not clear about their objectives. "The communication problem is a conservation problem."

Business and the Environment

An abbreviated version of a report by Scott Hajost, IUCN-US

The relationship between environmentalists and business has often been rocky. Can there be a meeting ground? A special panel explored the possibilities.

Swiss industrialist Stephan Schmidheiny, the founder of the World Business Council for Sustainable Development, who chaired the panel, suggested that conservationists need to stimulate and challenge businesses and their employees, helping to convince them why they should be interested in conservation. Governments also needed to stop promoting harmful and wasteful practices through subsidies.

"As business people we face a critical, and partly sceptical, audience," Schmidheiny said. "And rightly so." The panel had been asked: when does care for the environment become more than an advertising strategy? "I would stress that the question is also: when does it become a profitable business proposition?" he suggested. For an answer, critics had to listen to what business has to say and see how it acted.

Former EPA head William Ruckelshaus pointed out that individuals will pursue their own material well-being. How will this be pursued without harm to the environment? Business people should recognize that their self-interest is energy efficiency, which can lead to important cost savings. Social regulations are needed to protect health, safety and the environment. But economic incentives often work far better than regulations. Governmental rules were still needed to ensure equal opportunities, however, and the commitment of a company's top leadership was a deciding factor in "greening" enterprises.

Edgar Aseby, head of Andes Pharmaceuticals, observed that one way of preventing the loss of biodiversity is to give it value for local people. He noted that 40% of prescriptions and 60% of anti-cancer drugs are derived from natural substances.

Creating joint ventures helps to share risks and rewards, and building local capacity adds value to biological products in the tropical countries.

Jean Monty of Canada's Northern Telecom pointed out that environment and its protection are good business, and therefore should be integrated into all processes. NORTEL invested \$1 million in environmental measures and it saved the company \$4 million. By the year 2000 it will have spent \$10 million and saved four times that. Business could thus play a leadership role in raising standards, and still come out ahead.

Elizabeth Dowdeswell, Executive Director of the United Nations Environment Programme, said trade rules must support sustainable development and environmental protection. Nevertheless, sustainability is not just about economics – it has critical social and environmental aspects as well. One encouraging sign is that the public supports greater environmental consciousness on the part of industry. We are now seeing new approaches to dialogue and partnership, built on the linked concerns of business and consumers.

Financing Sustainable Development

An abbreviated version of a report by Frank Vorhies, IUCN Economist

Sustainable development is a noble ideal, but who is going to finance it - and how? IUCN and its partner organizations estimated in 1991 that US\$1288 billion was needed over 10 years to implement the major aspects of its strategy for sustainable living. A number of organizations - public and private – are meeting this challenge through lending and investment strategies. Several took the platform at this special event.

Maurice Strong, former Secretary General of the Rio Earth Summit, opened with a call for innovative mechanisms to finance sustainable development. Chairing the panel, he told the audience: "Sustainable development will not happen without financing and financing will not take place if sustainable development is not financeable – is a soft, fringe activity. It has to be brought into the mainstream of our economic behaviour."

Jean-François Rischard, Vice-President of the World Bank, argued that we need to link environment to development soon to avoid disaster. The question, he said, is how to get the private sector oriented to the environment, and how to do it fast. Rischard explained that a strong correlation is emerging in developed countries between environmental and economic success as a result of four factors:

- r much tougher environmental regulations;
- r higher energy prices, internalizing environmental costs;
- r open and fast information flows including inputs from NGOs and consumer groups; and
- r the speed and facility of today's operations by the financial industry.

Most developing countries, however, lack these characteristics. The job of the World Bank was therefore to reinforce the institutional set-up for environmental management, remove misguided subsidies and create a relationship between environmental and economic success in these countries, too.

The Administrator of the United Nations Development Programme, Gus Speth, noted that progress in the world is uneven. "One hundred [countries] are worse off economically today than 15 years ago," he told the session. Major private sector investment and loans to the developing world go to only a few countries, nearly all middle-income states. Thus, the international community needs to join together in a campaign to maintain assistance. The private sector on its own will not finance sustainable development. "None of the great ideas that IUCN has stood for are going to be achieved unless development occurs in those countries," he said.

Enrique Garcia, head of the Andean Development Corporation, supported an integrated approach to sustainable development. His organization, for example, focuses on its investments on infrastructure, including a biodiversity warning system, integration of micro-enterprises, and eco-efficiency. "Instead of taking the traditional view and asking what we can do to protect the environment, we apply the principle: how can environmental protection promote development – how can we provide an adequate framework for sustainable development," he said. "We have to support institutional changes and incorporate social factors into environmental protection."

Tessa Tennant, Director of the Global Care Fund for NPI Investment Managers, explained that her company seeks to identify "green chip" companies, those that promote eco-efficiency and follow best practice in monitoring. In short, she said, it focuses on "capitalism for conservation". Such green investments are also profitable. "Our Global Care portfolio includes eco-efficiency as one of its criteria. All four parts of the portfolio are in the top 25 percent of funds for growth in the international sector as well as in the UK," she noted. But she added: "Unless people generally start asking what is happening to the money in their own bank accounts and pension funds we are not going to get anywhere very fast." The NGO community could start by asking how their own pension funds are invested, she proposed.

Nature in the Twenty-First Century

The future of nature and living resources constitute IUCN's heartland. A special panel of eminent scientists peered into the next century to consider the natural changes likely to face people in the next 30 years and the challenges for conservation.

Former Director General Sir Martin Holdgate, chairing the panel, listed several of the threats: stratospheric ozone depletion, climate change, desertification, land degradation, deforestation, destruction of coral reefs, overfishing, increasing human numbers and even faster expansion of cities and pollutant hot-spots, plus wasteful life-styles and consumption patterns.

"But let's not be entirely negative," he stressed. Conservationists could point to successes and improvements in pollution control, in establishing protected areas and in

moving toward more sustainable lifestyles. He warned: "Human transport is bridging the barriers that used to separate the floras and faunas of the world. On many remote islands unique species queue to go by the road of the dodo. "Some of these processes are unstoppable. Where must we focus our efforts?" he asked, reminding the audience: "We will not succeed unless we work at community level."

Edward Ayensu, Ghanaian biologist, former head of the Scientific and Technical Advisory Panel to the Global Environment Facility (GEF), highlighted the unparalleled development in economies and human welfare over the past 200 years. More equitable development would also depend on ensuring that poorer countries received appropriate, environmentally friendly technology from the richer nations, he pointed out. But fully sustainable development would require political commitment from governments as well as the private sector, for whom environmental protection was already financially good practice.

José Sarukhan, geneticist and dean of the Universidad Nacional Autónoma de México (National Autonomous University of Mexico), pointed out that not only was most information on biological diversity outside the biodiversity-rich countries, the speed of change and growth was extremely strong in these regions, and bio-rich nations needed to develop their own scientific response to the problems. An initiative had been launched to "repatriate" biodiversity information to Mexico from the US, Canada and Europe on a collaborative basis. As a result of the initiative, Mexico had been able to collect almost all the information in the world about its native birds, arranged on Geographical Information Systems (GIS), including maps of the rate of change and data that could help conservation measures. "There is no way you can stop development in a country that has grown as Mexico has. We have to 'compatibilize' growth with conservation and the only way you can do that is by having the right kind of information for the right kind of decisions and answers," he concluded.

Sylvia Earle, US marine biologist and underwater explorer, warned that degradation of the ocean's resources could destroy the human life-support system even if the rest of nature survived. She declared her support for IUCN's efforts to extend protection for ocean areas outside the one percent that are presently included in reserves – "Everybody wins if we protect the oceans, the wild oceans, the common heritage. Everybody loses if we don't."

Yasuo Goto, chair of the Committee on Nature Conservation of Japan's Keidanren (Federation of Industrial Associations), told the audience: "The 21st century will be an era when companies will be valued not only in terms of their size, profitability and potential for growth, but also in terms of their activities with regard to the global environment and social contribution. In other words, businesses that cannot make profits cannot live, but businesses that are not gentle to the environment are not qualified to live." He suggested that the spirit of *mutini* could be the watchword in aiming for sustainable development. This Japanese word encompassed a sense of awe, of gratitude, and respect. On the environment, it signified that human beings and nature were inseparable.

Annex 1

Agenda Adopted by the first World Conservation Congress

Day 1 – Monday 14 October 1996

20h00–22h00 **1st Sitting of the World Conservation Congress**

Opening Ceremony for the 20th Session of the IUCN General Assembly hereafter to be termed "The World Conservation Congress"

Day 2 – Tuesday 15 October 1996

08h30–12h00 **2nd Sitting of the World Conservation Congress**

1. Introduction to the Work of the World Conservation Congress
2. Adoption of Agenda (CGR/1/96/1)
3. Appointment of Committees:
 - r Resolutions
 - r Finance and Audit
 - r Programme
4. Introduction of Reports on:
 - r The Activities of the Union since the 19th Session of the IUCN General Assembly, including (CGR/1/96/2);
 - r The Implementation of the Strategy;
 - r Follow-up of the Resolutions and Recommendations of the 19th Session of the General Assembly (CGR/1/96/4);
 - r Programme Report (CGR/1/96/2);
Membership and Constituency Development Report (CGR/1/96/3);
 - r Reports from Commissions (CGR/1/96/2, Annexes 1–6)
5. The Finances of IUCN in the Triennium 1994–1996, Accounts and Auditors' Reports for 1993–1995 (CGR/1/96/5)

14h00–15h15 **3rd Sitting of the World Conservation Congress**

1. Second Report of the Credentials Committee
2. Introduction of:
 - r "Preparing a Vision for the Union in the 21st Century" (CGR/1/96/8)
 - r The Triennial Programme and Budget 1997–1999 (CGR/1/96/9 and CGR/1/96/10)
3. Introduction of:
 - r Structure and Mandates for the IUCN Commissions 1997–1999 (CGR/1/96/7)
4. Draft Resolutions and Recommendations distributed in accordance with the Rules of Procedure of the World Conservation Congress (CGR/1/96/17)

15h30–17h30 **Technical Meeting**

Round-Table Discussions on the Programme (CGR/1/96/9)

19h00–22h00 **Technical Meeting (Plenary)**

1. Presentation and Discussion of Independent External Review of the IUCN Programme and two Commissions (CNPPA and SSC) (CGR/1/96/6)
2. Discussion of "Preparing a Vision for the Union in the 21st Century" (CGR/1/96/8)
3. Discussion of the Triennial Programme and Budget 1997–1999 (CGR/1/96/9 and CGR/1/96/10)

Day 3 – Wednesday 16 October 1996

09h00–12h00 **4th Sitting of the World Conservation Congress**

1. Elections of:
 - r President (CGR/1/96/13)
 - r Treasurer (CGR/1/96/14)
 - r Regional Councillors (CGR/1/96/15)
 - r Commission Chairs (CGR/1/96/16)

2. Introduction and Discussion of Membership Dues for 1998–2000 (CGR/1/96/11)
3. Discussion of Resolutions and Recommendations (CGR/1/96/17)

12h45–1 3h45 **Awards Presentation by Commissions**

Open Lunch-time Session – Press invited

14h00–1 7h00 **5th Sitting of the World Conservation Congress**

Discussion of Resolutions and Recommendations (CGR/1/96/17) (continued)

17h00–1 8h00 **Guide to Workshops and Special Events**

Open Session – Press invited

19h00–22h00 **6th Sitting of the World Conservation Congress**

Discussions of Resolutions and Recommendations (continued)

Day 4 – Thursday 17 October 1996

09h00–12h00 **Workshops**

12h30–14h00 **Special Event "Communicating the Environment"**

14h00–17h00 **Workshops**

19h00–20h30 **Special Event "Business and the Environment"**

Day 5 – Friday 18 October 1996

09h00–12h00 **Workshops**

12h30–14h00 **Special Event "Financing Sustainable Development"**

14h00–17h00 **Workshops**

17h30–17h45 **7th Sitting of the World Conservation Congress**

Results of Elections

19h00–22h00 **Host Country Evening**

Day 6 – Saturday 19 October 1996

Excursions

Day 7 – Sunday 20 October 1996

09h00–12h00 **Workshops**

12h30–13h30 **Keynote speech by Princess Chulabhorn of Thailand**

14h00–17h00 **Workshops**

19h00–20h30 **Special Event "Nature in the 21st Century"**

Day 8 – Monday 21 October 1996

09h00–12h00 **Workshops**

12h30–13h30 **Theatre production "Guardians of Eden"**

14h00–17h00 **Plenary Panel on Workshop Results**

19h00–22h00 **8th Sitting of the World Conservation Congress**

Adoption of Remaining Amendments to the Statutes

Day 9 – Tuesday 22 October 1996

09h00–12h00 **9th Sitting of the World Conservation Congress**

1. Adoption of Membership Dues 1998–2000 (CGR/1/96/11)
2. Discussion and Adoption of Mandates of Commissions (CGR/1/96/7)
3. Adoption of Resolutions and Recommendations (CGR/1/96/17)

14h00–17h00 **10th Sitting of the World Conservation Congress**

Adoption of Resolutions and Recommendations (continued)

19h00–22h00 **11th Sitting of the World Conservation Congress**

Adoption of Resolutions and Recommendations (continued)

Day 10 – Wednesday 23 October 1996

09h00–12h00 **12th Sitting of the World Conservation Congress**

1. Provision for Membership Appeals
2. Report of the Chair of the Finance and Audit Committee
3. Members' Rescissions – Approval by Congress
4. Approval of Accounts 1994–1996 and Auditors' Reports 1993–1995 (CGR/1/96/5)

5. Appointment of Auditors (CGR/1/96/12)
6. Report of the Chair of the Programme Committee
7. Adoption of the Triennial Programme and Budget for 1997–1999 (CGR/1/96/9 and CGR/1/96/10)

14h00–17h00 **13th Sitting of the World Conservation Congress**

1. Adoption of "Preparing a Vision for the Union in the 21st Century"
2. Honorary Membership – Presentation of Council Recommendations
3. Recognition of IUCN Council Members
4. Looking Forward to the 50th Anniversary of IUCN

Closing Ceremony
(including Presentation of John C. Phillips Medal)

Annex 2

Report of the Finance and Audit Committee

Membership

Boyman Mancama (Chair) (Zimbabwe)
Frits Hesselink (Netherlands)
Veit Koester (Denmark)
Anis Mouasher (Jordan)
David Smith (Jamaica)
Jurgen Wenderoth (Germany) (sent message)
Armando Hernandez (Venezuela) (absent)
Don Person (Treasurer) (Switzerland)
Claes G. de Dardel (Sweden)

Recommendation 1

The Committee met to review the finances of IUCN in the Triennium 1994–1996. The Committee noted the audit technical qualification in the Auditors' report for the year ended 31 December 1995 relating to the change in accounting policy, whereby the Union has applied an accrual basis accounting for the first time, and has not restated for this change the statement of financial position at 31 December 1994. The 1995 income was therefore not fairly presented. This qualification is of a technical nature and not indicative of any fundamental flaw in the Union's financial position.

Therefore, the recommendation of the Finance and Audit Committee is that the World Conservation Congress accept the report of the Treasurer and the Director General on the finances of IUCN in the 1994–1996 Triennium (CGR 1/96/5) and the audited accounts for the years 1993, 1994 and 1995.

Recommendation 2

The Committee highlighted the importance of being informed of the content of the Auditors' management letter and the action the Secretariat is taking to implement the Auditors' recommendations. Since the Finance and Audit Committee meets only during the World Conservation Congress, the Committee recommends that the Council formalize the establishment of the Business Committee which, *inter-alia*, would exercise an oversight over the financial performance of the Union during the period between Congresses. This same Committee, through the Council, should provide a written brief for consideration by the Finance and Audit Committee at each Congress.

Recommendation 3

In view of the process of decentralization, the Committee recommends that the financial control mechanisms be strengthened and harmonized especially with regard to external audit formalities. It further recommends that the Council establishes the terms of reference of the external audit programme.

Recommendation 4

In view of the revision to the IUCN Statutes and Regulations, the Finance and Audit Committee recommends that the Council ensure that the IUCN financial rules and procedures clearly reflect the amendments and that these be presented at their next session for information and review.

Recommendation 5

Having reviewed the estimates of income and expenditure (CGR 1/96/10) the Committee was concerned over the moderate increase foreseen in project activities in the regions for the forthcoming triennium. In recommending the approval of the estimates to the Congress, it requests that the Council examine in detail the yearly budgets that are prepared by the Secretariat. It is the Committee's belief that a more aggressive approach to the growth of the Union's programme, including project activities, is necessary and therefore the Secretariat should reconsider the annual projected budgets for 1998 and 1999 for approval by the Council. The Committee reiterates the recommendations made at the 18th Session of the General Assembly whereby such yearly budgets should be presented with the administrative support component of the budget separately identified.

The Committee further recommends that the Council establish clear linkages between programme activities and their financial implications.

Furthermore, the Committee recommends that one element of management performance criteria for staff members should be on the basis of budgetary accomplishments.

Recommendation 6

The Committee took note that the serving Auditors are recommended for re-appointment. While concurring with the recommendation it is of the opinion that it would be appropriate to consider, as a matter of policy, a review of the Auditors serving on a commercial basis every two or three terms.

Recommendation 7

The Committee recommends that Council clarifies the legal standing of IUCN components as stated in Article 15 of the Statutes with a view to instituting acceptable financial relationships.

Recommendation 8

Having examined the reasons why the Council proposes an annual increase of 3% in membership dues from 1998, the Committee recommends that the World Conservation Congress approves the new table of membership dues as shown in Appendix I.

Recommendation 9

In response to the last General Assembly's request to address the issue of dues, the IUCN Council established measures during the triennium to alleviate problems faced by less affluent members in the payment of dues:

- r allowing all members to pay in local currency where currencies are convertible or IUCN has activities in the country;

- r allowing States to provide in-kind contributions for IUCN activities, such as office space, which can be recorded in the IUCN books of account as settlement of membership dues;

- r where substantive negotiations are under way, a member is not considered to be in rescission;

The Credentials Committee in reviewing the status of members at the time of the Congress and up to 22 October 1996 also applied these guidelines and every effort was made during the Congress to resolve problems of outstanding dues consistent with these guidelines.

The Finance and Audit Committee recommends to the Congress that those members who are in arrears for two or more years, as indicated in Appendix II "Report on members to be considered for rescission", should have their remaining rights rescinded, in accordance with the existing Statutes, Article II paragraph 14. The Director General should in each case enquire why the member is in arrears and, within one year, use all appropriate means to secure payment so that their membership may be restored.

The Committee also recommends that clear regulations be established by the Council on the payment of dues in those cases where a change in category occurs during the period between Congresses.

Recommendation 10

Having examined the resumé of the proposed Treasurer and finding him eminently qualified, the Finance and Audit Committee endorses the decision of the World Conservation Congress to elect Mr Claes G. de Dardel as the Union's Treasurer.

22 October 1996

Annex 3

Report of the Programme Committee

Membership

Richard Sandbrook (Chair) (UK)
Jose Francisco Acosta (El Salvador)
Bruce Amos (Canada)
Sadiq Al-Muscatai (Oman)
Patrick Blandin (France)
Corazon Catibog-Sinha (Philippines)
Wilbur Ottichilo (Kenya)
Brahim Haddane (Morocco)
Yolanda Kakabadse (Ecuador)
Mohamed Noor Salleh (Malaysia)
Frantisek Urban (Czech Republic)
Gerrie Willems (Netherlands)

Report

The Programme Committee met four times, on 15, 17, 20 and 22 October, 1996.

As the basis for its discussions the Committee had Congress documents CGR/1/96/2 (Report of the Director General on the Work of the Union Since the 19th Session of the IUCN General Assembly), CGR/1/96/6 (External Review of the IUCN Programme), CGR/1/96/7 (Proposed Mandates for IUCN Commissions), CGR/1/96/8 (Preparing a Vision for the 21st Century; Notes from the Director General), CGR/1/96/9 (The IUCN Triennial Programme 1997–1999), and CGR/1/96/10 (Estimates of Income and Expenditure for 1997–1999). It drew upon the reports of the Round-table discussions on the Programme, and the Plenary Technical Meeting on the External Review, Commission Mandates, Vision for the Union in the 21st Century and the Triennial Programme and Budget 1997–99. It also took note of the workshop rapporteurs' reports and the Plenary Panel on the Workshop Results. Finally the Committee received a number of written communications on matters of concern.

Conclusions and Recommendations

1. Focus of the Programme

The Committee noted with satisfaction that the programme

process in the Union was improving, but agreed that certain problems remain concerning overall coherence, the basis of priority-setting, the ambitious scope, and presentation. For this reason the Committee has decided to make some general points before moving on the content of the Programme itself.

The IUCN Programme should be based on putting the mission of the Union into effect, namely "to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable". It should do this by focusing upon the particular strengths of the Union notably:

- r A diverse and growing membership that is at the forefront of practical conservation action at local, national and global levels. The Programme needs to work in support of the Union's members.
- r The volunteer expert networks incorporated in the Commissions. The Union needs to draw on their expertise but also to add value to their work in return.
- r The professionalism and expertise of the Secretariat. The Secretariat needs to continue to give greater focus to managing the Programme by working with and through the members and Commissions.
- r The regional structures that are growing in coherence and support. These need to be strengthened further and used to help identify priorities and foster closer integration of the three pillars (members, Commissions, Secretariat).
- r The growing recognition of the need to integrate ethical, social, cultural and economic considerations with the Union's traditional natural scientific competence. This should continue to be encouraged and effective mechanisms for achieving integration should be developed, across all three pillars of the Union.

2. Priority-setting

The Programme Committee noted the Objectives for the 1997–1999 Triennium as agreed by Council, and the description of priorities under the headings of Programmatic Priorities, Priorities for Products and Services, and Institutional Priorities. However it felt that there is lack of clarity amongst the membership on the real priority-setting process and the criteria that apply. Many members have expressed the concern that the Programme as presented lacks

a clear and manageable set of priorities. Thus the Committee calls upon the Council and the Secretariat to distil from the Programme a clear set of annual operational plans that focus upon a clear set of priorities. To assist in this process the Committee has attempted to draw from the Plenary discussions general principles to help guide the Council and Secretariat in pursuing this task:

- r IUCN should build on its distinctive competence and resist pressure to move into areas of general political concern unless there is a clear relationship to the mission, e.g. it should be concerned with climate change only as it affects biodiversity.
- r The decentralization and regionalization processes should continue to pursue participation by the members in programme-setting. Formulation of the Programme should be undertaken at the lowest practical level in the Union consistent with the ability to get the Programme implemented. The Programme needs to be formulated at that level by all three pillars of the Union working together. To these ends Regional Committees and Fora should include representatives of National Committees, Commissions and Council.
- r The Programme should be guided by the technical and scientific expertise of the Union and should strive toward the consensus of its members at the appropriate level.
- r Activities should be based on existing strengths unless there is a decision specifically designed to build new competence.
- r To aid the execution of the Programme the relative roles and responsibilities of the members, Commissions and the Secretariat should be clear in all documents relevant to programming including resolutions. Care should be taken to prevent duplication and competition between the three pillars.
- r But, as the external review noted, whilst decentralization and regionalization are important there is still a need for "strong, dedicated and highly professional capacities at the centre" for the purpose of overall coordination in programming and policy development.
- r Work carried out from HQ should so far as possible be focused upon pursuing global actions and upon servicing regional activities. The global actions should relate to regional and sub-regional issues and draw on regional experiences.
- r The Union has to excel as a knowledge-based institution. The recommendations of the external review on learning functions within the Union should be considered urgently by the Council.

3. Focus on biodiversity

It is clear that the Congress regards the conservation of biodiversity as the primary goal of the Union and the analysis of data and trends on the status of species and ecosystems as fundamental. Thus, although the Union is concerned with sustainable development overall, its focus is more specifically upon the interaction between the integrity of ecosystems and species and sustainable development. Consistent with the Convention on Biological Diversity we have to focus upon

conservation, sustainable use and benefit sharing. At an operational level there are a wide range of issues that impinge upon this central focus of the Union. Thus the Congress has debated issues such as how livelihoods are affected by the biodiversity agenda, and how macro-economic and other national and international policies impact on the biodiversity agenda.

4. Incorporating views from the workshops and regional round-tables

Many groups within the membership have expressed strong views in the workshops and regional round-tables. We highlight a few:

- r The indigenous peoples group require a clear policy from the Union on its programme goals as these relate to indigenous peoples, and the planned cooperation with other organizations in this field.
- r More should be done by the Union to address the issue of arid lands, in particular in support of the Convention on Desertification.
- r The Union should pursue productive relationships with the private sector in pursuit of its mission.
Alien invasive species should be more actively considered.
- r Building on its experience in CITES, the Union should further expand its work on trade and environment issues as they affect conservation.
- r Sub-regional and cross-regional programming, such as for Mediterranean, should be pursued wherever this provides an appropriate means to address the concerns of the members.
- r Programmes based on new opportunities for IUCN, such as for temperate and boreal forests need to be considered.

We strongly recommend that such key findings of the Congress process are incorporated into a revised Programme in order to ensure that the concerns, creativity and energy of the various groups are reflected fully in the work of the Union in the coming inter-session period. Careful note should be taken of the findings of regional round-tables, in particular concerning regional imbalance and operational structures. We also urge that the commissions be asked to address many of the issues that were raised in the workshops. For example the Commission on Environmental Strategy and Planning should address the many ethical, social and economic (for example on trade, debt and structural adjustment) points raised. It should also consider how it can work to influence fora that are important in changing economic policy.

5. Cross-cutting issues

- (i) Gender in the IUCN Programme. It is clear from an analysis of the Congress process that the Union has far to go in building gender considerations fully into the Programme. We recommend that the Director General continues to emphasize this issue in all programming activities so that it is integral to the Programme and not a mere "add on". The Committee did not have the benefit of the Gender group report and we urge particularly that this be considered by Council and the Secretariat.

(ii) Communications and the media. The Committee noted the findings of the Commission on Education and Communication and received representations from the media attending the Congress. All wish communications to be built into the programming process from the start of the planning cycle. Also the media believe IUCN should do far more to build cooperation with environmental journalists. This is essential for the work of the Commission on Education and Communication.

6. Retaining coherence

In order to move forward on such a wide front the Union has to work hard to build coherence into its agenda. The external review emphasised this point and stated:

"IUCN's programme must sharpen its focus on activities at the country, regional and global levels where the entire IUCN (membership, Commissions and Secretariat) can exercise excellence within the above core programme focus" and that;

"programming priorities should concentrate on activities that can interact within the same geographical areas".

We strongly recommend that the Council revisit the programme by May 1997 to see that these two recommendations are being implemented. We also recommend that the Director General establish a system of planning and priority-setting in which all proposed actions clearly show how they relate to the mission, what outputs are expected, and what monitoring of those outputs is planned. The Secretariat should also consider how they can present such outcomes to the public so as to show progress (or otherwise) in terms of the mission.

7. Improving processes

(i) Programme to Resolution links

The Committee noted the views expressed by the Congress concerning the overlap between Resolutions and Programme and is concerned at the impact of this confusion upon the ability of the Secretariat to deliver upon the Programme approved by the Congress. To address this fundamental weakness in the Union's work it is recommended that in preparing the next Congress the Programme document is sent out before the Resolutions deadline. Members should then be encouraged to address programmatic issues by seeking modifications in the Programme, rather than by adding Resolutions. The members should do more to indicate the financial implications of their Resolutions for the Programme budget of the Union.

(ii) Programme to Budget links

The Committee noted that the Programme Committee of IUCN's Council during the triennium 1994-96 had recognized

that there was only weak integration between IUCN's programming and budgeting processes. Accordingly we urge that Council address this issue urgently.

(Hi) Regional balance

The membership needs to have a clearer idea of how the balance of resources are allocated between regions. Criteria based on membership needs should be clear. We recommend that any data on this matter makes clear the split in the allocation between unrestricted and restricted funds. Regions for programming purposes should be based on the fundamental issues in the Programme and not necessarily the statutory regions.

(iv) Availability of funds

The Committee noted that as in previous years the scope of the Programme and the Resolutions exceeds the capacity of the Union's budget. Ability to focus upon highest priorities is often further exacerbated by the earmarking of funds by donors. It is therefore of highest priority for IUCN to expand and diversify its funding base and in particular to increase its flexible unrestricted funds. For this reason we recommend that the Secretariat and Council agree upon a more active fundraising programme and allocate the seed-funding needed for this purpose. This should include working with, and drawing upon the capacities of, the members in developing new fundraising initiatives.

(v) The overall planning cycle and the Statutes

With the establishment of new regional and national structures we urge all parts of the Union to rethink its planning cycle. There is an opportunity to build on the Commissions' strategic planning process, the Regional Fora and the National Committees. We recommend the Programme Committee of Council agree a timetable for the inter-sessional period at the first opportunity.

8. Presentational issues

At the next Congress we recommend more time be allocated to discussion of the Programme. To improve the quality of debate and to reduce the need for resolutions based on programme issues we recommend great attention be given to presentational issues. The Programme presented to the Congress needs:

- r An Executive Summary;
- r The guiding principles and criteria used for setting priorities;
- r Clear global and regional priorities where the roles of the members, Commissions and Secretariat are fully integrated.

All elements above need to be related to the budget and the availability of financial and technical resources.

Annex 4

Mandates of the IUCN Commissions

The mandate for five of the IUCN Commissions as approved by the Congress are reproduced below. The Congress agreed that the approval of a revised mandate for the renamed Commission on Environmental, Economic and Social Policy should be passed to the Council.

Commission on Ecosystem Management (CEM): Mandate 1997–1999

1. Introduction

The Commission was established in early 1994 "to provide expert guidance on integrated approaches to the management of natural and modified ecosystems, to further the IUCN mission".

Initial discussions during the first quarter of 1994 concluded that CEM should link science, society and ecosystem management through three inter-related objectives:

- r improving understanding of the management of ecosystems, by bringing together the latest thinking in ecosystem science, distilling it and communicating it in an accessible form;
- r convincing decision makers of the relevance of the ecosystem approach to conservation, by highlighting priority issues, new developments, threats and opportunities and practising advocacy;
- r facilitating the implementation of integrated ecosystem management principles, by assisting "stakeholders", through identifying crucial issues and developing solutions to ecosystem management problems.

However, following the approval of the mission and objectives of CEM by Council in November 1994, the decision was made to produce a strategic plan describing the technical and operational activities of the Commission in 1996–1997.

The production of this plan over a 12-month period has involved the organization of six meetings with approximately 80 experts from 35 different countries, and the distribution of a questionnaire on CEM's future agenda to 1500 IUCN members and forest, marine, wetland management specialists. As a result of this consultative process the strategic plan of CEM was approved by Council in November 1995.

The following priority themes have been identified at a

global scale but further regional consultations will be organized in 1997–1999 to identify their geographical dimensions.

These themes cut across the traditional biome structure but will draw on specialists representing a wide spectrum of biome-specific knowledge. It is anticipated that individual task forces and working groups will be set up to provide specific input to some of these major themes. Those identified as highest priority by the questionnaire survey were:

- r ecosystem management for biodiversity conservation outside protected areas;
- r development of participatory methods of ecosystem management;
- r restoration of degraded ecosystems;
- r ecological economics;
- r indigenous systems of agriculture and water management;
- r dryland degradation.

2. Approaches underpinning development of CEM

The Mission of IUCN focuses attention on the role of the Union in influencing, encouraging and assisting societies to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable. The IUCN members (through regional and other consultations) have consistently identified the field of ecosystem management as being one of the key areas on which the Union's programme needs to focus attention. Accordingly, the triennial Programme for 1997–1999 contains a specific global component on ecosystem management. This programme component will be pursued with the support of the Ecosystem Management Programme of the IUCN Secretariat, which will work in partnership with the Commission on Ecosystem Management to draw upon the intellectual and practical expertise in ecosystem science and management worldwide. The Ecosystem Management Programme will serve as the Secretariat for the Commission on Ecosystem Management.

3. Four principles will underpin the working arrangements:

- (a) **Support members' needs** – CEM can react to the specific needs of the Union. The expert network will provide both volunteer and consultant technical support depending on the task.

(b) **Focus on specific tasks** – the structure and activities of CEM will be clearly focused. CEM will target key questions and objectives such as:

- what policy-makers need to know and do in order that sound ecosystem management can be implemented;
- how lessons learnt can be applied elsewhere; and,
- defining standards and criteria for ecosystem management and the assessment of ecosystem condition.

These tasks might be applied to single biomes or complex combinations such as in river basins. The nature of outputs will reflect such specific tasks and will identify clear target audiences.

- (c) **Adaptive and flexible to regional needs** – in addition to the regional structure of CEM, the wider expert network will be able to focus on issues of high regional priority such as the management of large lakes in Africa, or peat swamp forests in South-East Asia, or tropical forests in South America, which also have global importance.
- (d) **Collaborative approach** – CEM will break down traditional sectoral divisions between science, management and environmental advocacy. Inter-disciplinary working groups or task forces will ensure that the technical input is itself integrated.

Commission on Environmental Law (CEL): Mandate 1997–1999

1. Mission

To assist in laying the strongest possible legal foundation for environmental conservation and sustainable development, thereby supporting both international and national efforts in this field.

2. Purpose

CEL serves as the principal source of technical advice to the Union, its members and its collaborating institutions on all aspects of environmental conservation law.

It supports action by international governmental organizations, governments and non-governmental organizations to improve or develop legal and institutional infrastructures best attuned to, and conducive to, natural resources conservation in the framework of sustainable development.

CEL aims to demonstrate the vital importance of such infrastructures within national and international strategies for environmental conservation, including the sustainable use of natural resources within and beyond national jurisdictions.

3. Objectives

CEL's objectives are:

- (a) to identify areas where improved legal and administrative instruments and mechanisms would contribute significantly to the process of conservation;

- (b) to promote the development and improvement of environmental law at international and national levels by advocating adequate and innovative responses;

- (c) to strengthen the capacity, especially in developing countries, to handle issues of environmental law development and expertise-building;

- (d) to assist and advise IUCN members and other governmental and non-governmental institutions on the elaboration of international or national legal instruments.

4. Terms of Reference

To achieve its objectives over the coming triennium, CEL will:

- (a) initiate, promote and support legal research consistent with the objectives of IUCN and its Law Programme;

- (b) propose and, where appropriate, assist in drafting, legal instruments at the national, regional or global level;

- (c) promote and assist in the development of soft law instruments;

- (d) follow the initiatives of other institutions in the field of environmental law, in particular those of international governmental and non-governmental organizations, and provide an input from an IUCN perspective, as appropriate;

- (e) advise on the legal implications and aspects of initiatives taken, and issues addressed, by IUCN components and programmes;

- (f) coordinate activities with such components and programmes, in particular the Environmental Law Centre (ELC), with a view to maintaining maximum integration, complementarity and inter-disciplinarity in carrying out the overall programme of the Union;

- (g) assist and advise the ELC with regard to activities for which the ELC has the lead, in particular those related to the provision of services to developing countries in the field of environmental legislation;

- (h) provide assistance to the ELC in maintaining the Environmental Law Information System (ELIS), as well as in monitoring developments both of international and national law including treaties, legislation, custom and jurisprudence, in order to secure an adequate basis for the activities of the IUCN Law Programme;

- (i) maintain, with a strong basis in each region, an international network of independent volunteer experts in the various legal disciplines, selected for their expertise and
 - willingness to contribute to IUCN's mission in this area, and to provide a forum for the exchange of views and information in this field.

5. Structure and Organization

CEL is a global network of professionals expert in environmental law, from government agencies, universities, research institutions and conservation organisations. In mobilizing the network during the 1997–1999 triennium, CEL will be structured as follows:

- (a) **Chair, Deputy Chair, Vice-Chairs and Steering Committee.** The Chair, elected by the World Conservation Congress, will nominate for Council approval a Deputy Chair (whose qualifications will be complementary to those of the Chair), and up to nine Vice-Chairs appropriately representing legal disciplines and geographical concerns. The Vice-Chairs will be responsible for coordinating the activities of CEL in their region. A work plan will be established at the beginning of each year by the Steering Committee and reviewed by it at mid term. The Steering Committee will meet at least twice a year in the different regions, as far as practicable. These meetings will be combined with major regional activities.
- (b) **Honorary Members.** These are individuals who have been elected by the Commission as Honorary Members, in recognition of long and outstanding services to IUCN in the field of environmental law.
- (c) **Working Groups.** The Chair will appoint Working Groups as required to address particular parts of the work programme; some of these Working Groups will be appointed for the triennium; others will constitute *ad hoc* groups dealing with a specific temporary assignment.
- (d) **Members.** Efforts will be made to have equitable geographic distribution among the Commission members. Members will serve as coordinators for CEL's links with relevant projects, for advising in the identification of potential consultants for projects of the Law Programme, for collecting information and serving as the primary liaison in their country with the Environmental Law Information System (ELIS) of the Environmental Law Centre (ELC), and for participating in CEL's activities in their field of competence. Members will be grouped according to their expertise, both in relation to legal disciplines and natural resources law sectors.
- (e) **Associates.** The Commission will consider the desirability of appointing Associates, i.e. individuals or organizations interested in supporting the work of the Commission.
- (f) **IUCN Secretariat.** The Commission will be serviced by the Environmental Law Centre which is a part of the Secretariat, reporting to the Director General. The Centre will assign at least a part-time professional and necessary support staff to work with the Commission, and will provide linkages to all IUCN Secretariat units dealing with environmental law.

Commission on Education and Communication (CEC): Mandate 1997–1999

1. Mission

To champion the strategic use of education and communication for conservation and sustainable use of biodiversity as a basis of sustainable development for the present and future generations.

2. Purpose

The purpose of the Commission is to be the principal advisor for the Union in education and communication matters and to advocate and facilitate planning and implementation of education and communication strategies within and outside the Union.

3. Objectives

The objectives of the Commission in relation to environment and sustainable development, education and communication are:

- (a) to promote the use of education, communication and new information technologies to achieve the IUCN mission;
- (b) to provide professional advice to the IUCN membership, the other Commissions and the Secretariat;
- (c) to analyse lessons learned from national and local experience, draw out principles and disseminate the findings;
- (d) to advocate infusion of the concept and the principles of environmental and sustainable development education in formal and non-formal national and regional education and communications structures and to assist in policy, guidelines and programme formulation and implementation;
- (e) to identify and assist the mass media and journalists interested in disseminating information on environment and biodiversity;
- (f) to identify new opportunities for communication of environmental matters through information technology;
- (g) to support or organize capacity-building training workshops and exchanges, making use of new developments in information technologies;
- (h) to develop and nurture partnerships and strategic alliances, including involving the private sector, in activities of the Commission.

4. Terms of Reference

The Commission should fulfil its mandate through:

- (a) broad participation (e.g. technical support, information technologies, policy-making, planning, implementation and evaluation) of education and communication experts and of local communities in the IUCN Mission and activities;
- (b) creating and nurturing IUCN Regional and National Networks of education policy analysts and planners, educators, communication experts and trainers from institutions both within and outside the Union;
- (c) linking these networks to IUCN National Committees, and National and Regional Offices of the Secretariat;
- (d) establishing Working Groups and Task Forces to address selected issues;
- (e) creating and strengthening alliances notably with UNESCO, UNEP, the UN Commission for Sustainable Development, the European Union, WWF and other key UN, governmental and non-governmental organizations;

- (1) exchanging national and regional experience and expertise in particular through maintaining and disseminating a directory of education and communication experts, media and journalist experts, information on access to electronic information related to environmental and sustainable development education and communication, publishing and distributing a regular newsletter for members, and holding regional and international meetings.

5. Structure and Organization

The structure of the Commission, as described in the By-laws, is as follows:

- (a) Members;
- (b) Chair, Deputy Chair and Regional Chairs;
- (c) Executive Committee;
- (d) Steering Committee;
- (e) Regional Steering Committees;
- (f) National Commissions;
- (g) Cooperating organizations.

The Commission is supported by the IUCN Secretariat in Headquarters and the regions.

Species Survival Commission (SSC): Mandate 1997–1999

1. Mission

To conserve biological diversity by developing and executing programmes to study, save, restore and manage wisely species and their habitats.

2. Purpose

SSC serves as the principal source of advice to the Union and its members on the technical aspects of species conservation. It seeks to mobilise action by the world conservation community on behalf of species, in particular those threatened with extinction and those of importance for human welfare. It achieves this by providing leadership with the following six goals:

- (a) to assess the conservation status of and threats to species worldwide, so as to generate recommendations and strategies necessary for the conservation of biological diversity;
- (b) to identify conservation priorities for species and their habitats;
- (c) to promote the implementation of specific recommended actions for the survival of species;
- (d) to develop and promote policies for the conservation of species and their habitats;
- (e) to enhance the efforts of individuals working on biodiversity conservation by linking them and providing access to an international forum;

- (f) to promote an understanding of the importance of the conservation of species to the well-being of people.

3. Objectives

- (a) to strengthen the existing SSC network to gather information, set priorities, stimulate action, develop policies, and provide advice for the conservation of biodiversity;
- (b) to utilize the SSC's expertise to address biodiversity conservation needs more effectively at the regional, national and sub-national levels;
- (c) to assess the status of all groups of species determined to be a priority as rapidly as possible;
- (d) to develop an effective and responsive global information system for the conservation of species;
- (e) to position the SSC as a major advisor for key intergovernmental mechanisms relevant to the conservation of biodiversity;
- (f) to strengthen the ability of the SSC to evaluate the ecological impact of uses of wild species and promote improved wildlife management;
- (g) to improve the SSC's capacity to communicate priority recommendations and policies to promote the implementation of actions needed for the survival of species;
- (h) to monitor and evaluate the activities of the SSC to maximize its effectiveness;
- (i) to increase the management capacity of the SSC;
- (j) to strengthen the SSC's ability to generate support for its programmes and to diversify its funding base;
- (k) to develop the human resources of the network to deal more effectively with conservation challenges and issues throughout the world.

4. Structure and Organization

In order to operate most effectively during the 1997–1999 triennium, the SSC will be structured as follows:

- (a) **Chair and Steering Committee.** The Commission administration will be carried out by the Chair with a Steering Committee, which will have up to 35 members, providing geographical and interdisciplinary balance in formulating policy and setting operational directions.
- (b) **Roll of Honour.** These are people who have made major contributions to species conservation in general and to SSC in particular.
- (c) **Regional Members.** SSC regional members will be appointed, with particular emphasis on incorporating senior figures in wildlife conservation and management from both government agencies and non-governmental organisations. Such members will, to a large extent, constitute part of the delivery mechanism for the technical recommendations arising from the Specialist Groups.
- (d) **Specialist Groups.** SSC will maintain a network of Specialist Groups, which will include scientists, conservation professionals and dedicated lay conservationists. These Groups will be organised to provide broad coverage

of taxonomic groups of animals and plants, as well as of important inter-disciplinary conservation methodologies.

- (e) **Cooperating Organisations.** Cooperating Organizations are appointed to SSC for two reasons: first, as recognition of the logistical and financial assistance that many organizations provide to the SSC, in particular to the Specialist Groups; and second, to form part of the delivery mechanism for conservation action, which needs to be linked as closely as possible to the work of the Specialist Groups.
- (f) **Members Emeritus.** Members Emeritus are those who have served the Commission in the past but who have stepped down from active day-to-day service to the Commission.
- (g) **Regional and National Networking.** In collaboration with WCPA and other elements of IUCN, the SSC will continue to improve its networking at national and regional levels, with a particular emphasis on ensuring that recommendations of the Commission are available to the various national and regional authorities concerned with implementation. The Commission will encourage national and regional groupings to develop as appropriate to meet local needs, rather than by imposing such structures in a "top-down" manner.

World Commission on Protected Areas (WCPA): Mandate 1997–1999

1. Mission

To promote the establishment and effective management of a worldwide, representative network of terrestrial and marine protected areas, as an integral contribution to the IUCN Mission.

2. Purpose

WCPA strives to establish itself as the world's recognized source of guidance, support and expertise on protected areas.

3. Objectives

- (a) to help governments and others plan protected areas and integrate them into all sectors, by provision of strategic advice to policy makers;
- (b) to strengthen capacity and effectiveness of protected areas managers, through provision of guidance, tools and information and a vehicle for networking;
- (c) to increase investment in protected areas, by persuading public and corporate donors of their value; and
- (d) to enhance WCPA's capacity to implement its programme, including cooperation with IUCN members and partners.

4. Terms of Reference

To achieve its objectives over the next three years, WCPA's

programme will be organized under three headings, global, regional and national:

Global

- r develop world "best practice" protected areas guidelines on topics such as national protected areas system planning, economic benefits of protected areas, protected area management options, financing protected areas, transboundary protected areas cooperation and training, tourism and the involvement of local communities in respect of protected areas;
- r develop a worldwide park collaboration programme (PARKSHARE), which will facilitate the sharing of protected areas experience between countries, especially those of the South, involving the development of a WCPA clearing house on protected areas, networking people and parks, twinning protected areas, staff exchanges, study tours etc.;
- r with WCMC, support the collection and use of protected areas information, including the development of a Protected Area Resource Centre (PARC), the maintenance of the UN List of National Parks and Protected Areas, and monitoring threats to and the management effectiveness of protected areas;
- r provide essential support to global conventions (especially to the Biological Diversity, World Heritage and Ramsar Conventions) and initiatives (such as UNESCO Biosphere Reserves and Agenda 21);
- r implement global theme programmes for marine and mountain protected areas, and World Heritage;
- r organize every 10 years the World Parks Congress, with a mid-term meeting in 1997.

Regional

- r develop and implement regional action plans to strengthen protected areas, and assist the WCPA regional networks, in all regions;
- r convene regional meetings of WCPA members;
- r support IUCN's work in the Antarctic.

National

- r formalize a WCPA Review and Evaluation Service to assist governments on request in respect of protected areas;
- r provide selective assistance in the development of national system planning.

5. Structure and Organization

WCPA has over a 1500 members. For the next three years, these will continue to be organized into 15 regions and three thematic programmes, for each of which there will be a Vice Chair, who – together with the Chair and Deputy Chair – will constitute the Steering Committee. Task forces will be established for specific purposes: informal networks within the membership will also be encouraged.

In order to deliver the above programme, WCPA will give priority to:

- r the development of the membership, aimed at diversifying the membership base, improving communication between members, and involving the membership to the maximum extent possible in the work of WCPA;
- r the strengthening of WCPA's structure, through improved working of the Steering Committee, reinforcing the regional and thematic structures of the Commission (e.g. by establishing regional steering committees in each region), establishing task forces to tackle priority themes, and encouraging the development of informal networks of members around themes of shared interest;
- r developing partnerships, especially with the components of IUCN such as other Commissions and through stronger contacts with members at the regional level; agreements with major IUCN partners; the strengthening of existing partnerships through partnership agreements; establishing a Protected Areas Round-Table for principal protected areas partners; and building links with donors;
- r marketing the strategy, mainly through the finalisation and implementation of a WCPA communications strategy;
- r securing the resources to finance the plan, principally through the implementation of the WCPA's fund-raising strategy;
- r monitoring and reviewing progress in the implementation of the Strategic Plan by processes involving the WCPA Steering Committee, Council and the World Conservation Congress.

Annex 5

Award of the John C. Phillips Memorial Medal for Distinguished Service in International Conservation to His Majesty Sultan Qaboos bin Said of the Sultanate of Oman, represented by His Highness Sayyid Shabib bin Taimur Al-Said

Dr John Charles Phillips was a pioneer of the conservation movement. Born in 1876, he specialized in medicine and zoology and made significant contributions to science, particularly in taxonomy and genetics.

Dr Phillips worked constantly to increase public awareness of wildlife conservation and was vitally concerned with international cooperation for the conservation of nature.

In his memory, his friends established a Memorial Medal recognizing outstanding service in international conservation and entrusted the awarding of the medal to IUCN.

At its 43rd meeting in April 1996, the IUCN Council formally resolved to award the John C. Phillips Medal to His Majesty Sultan Qaboos bin Said of Oman.

In making this award IUCN wished to recognize a leader in the field of conservation and development whose inspired ideas and deep concern for the environment have brought not only development and prosperity to his people but have ensured the preservation of the country's natural heritage.

Already in the early 1970s, His Majesty was among the first in the Arab World to advocate a policy of conservation of the environment in support of development. He recognized that to secure the future of his people, development had to be carried out rapidly and on a country-wide scale. Concerned that such development would pose serious threats to the environment, he commissioned studies of the existing fauna and flora in an endeavour to minimize any possible negative effects.

He was deeply saddened by the extinction of the Oryx in the wild in 1972 and dedicated his personal time and resources to a very successful reintroduction project.

In 1974, His Majesty created the Council for the Conservation of the Environment and the Prevention of Pollution and Oman was the first Arab country to have such an environmental body. Over the years the Council has developed a comprehensive series of laws for the conservation of the environment and prevention of pollution and has strict procedures for the regulation of activities which might have a negative impact on the environment.

His Majesty has provided significant support for international efforts to conserve endangered species, especially through the Peter Scott Memorial Action Planning Fund and through the establishment of the Sultan Qaboos Prize for Environmental Preservation awarded for remarkable achievements in the field of environment.

IUCN has been privileged to count the Sultanate of Oman among its members for the past 20 years and to assist with a number of strategic projects such as the conservation of Oman's marine and coastal resources, the establishment of nature reserves and the development of a national conservation strategy.

His Majesty has set an example to the world at large of the importance of harmonizing conservation and development and deserves the due recognition of the worldwide constituency of the IUCN membership.

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