

17.52 ANTARCTICA

RECALLING Resolution 16/8 of the 16th Session of the IUCN General Assembly (1984) about the concerns of IUCN with regard to Antarctica;

RECALLING ALSO Resolution 16/9 setting out steps to be taken by the Director General of IUCN in implementing Resolution 16/8;

DESIRING to maintain and extend the dialogue between IUCN and the Parties to the intergovernmental agreements that constitute the Antarctic Treaty System;

The General Assembly of IUCN, at its 17th Session in San Jose, Costa Rica, 1-10 February 1988:

1. STRONGLY REAFFIRMS Resolution 16/8 as a statement of IUCN's policy with respect to Antarctica.
2. URGES that those to whom the operative paragraphs are respectively addressed, continue to take full account of the concerns and objectives therein set out.
3. RECOMMENDS that the following considerations and recommendations, related to Resolution 16/8 and arising out of events since the 16th Session of the General Assembly, be brought to the attention of those to whom they are respectively addressed:

A. THE ANTARCTIC ENVIRONMENT

Antarctic Conservation Strategy

4. NOTES the Proceedings of the IUCN/SCAR (Scientific Committee on Antarctic Research) Symposium on Scientific Requirements for Antarctic Conservation, April 1985, held in response to the call for collaboration between IUCN and SCAR to review current ecological knowledge of the Antarctic continent, its off-lying islands and the surrounding ocean areas in the context of conservation needs.
5. NOTES with appreciation the Report of the IUCN/SCAR Working Group on Long-term Conservation in the Antarctic (1986) and that this was accepted by the President of SCAR and the Director General of IUCN as a basis for further discussion.
6. NOTES ALSO the urgent need to proceed with the development of a conservation strategy for the Antarctic.

7. RECOMMENDS that:

- a. With the assistance of the Director General of IUCN and relevant IUCN Commissions, work be put in hand towards the elaboration of an Antarctic Conservation Strategy (ACS);
- b. The ACS should apply to the Antarctic Treaty Area and to the area between 60° latitude south and the Antarctic convergence, and that with respect to islands within that area where the existence of State sovereignty is recognized, IUCN should promote the development of conservation strategies in respect of such of these islands for which conservation strategies have not already been developed by the State exercising sovereignty;
- c. The elaboration of the ACS should be the outcome of a three-way dialogue between IUCN, SCAR and other members of the Antarctic scientific community, and the Antarctic governmental community; and the good offices of the Director General should be sought towards this end.

Environmental impact assessment

8. NOTES with appreciation the response (1) of SCAR of the International Council of Scientific Unions (ICSU) to the request put to it by the Antarctic Treaty Consultative Parties (ATCPs) in Recommendation XII-3 for advice regarding procedures for the assessment of the environmental impacts of proposed scientific and logistic activities in the Antarctic.
9. NOTES IN ADDITION the suggestion by SCAR that the application of environmental impact assessment procedures may identify and avoid adverse environmental impacts from the siting and/or concentration of stations.

10. NOTES ALSO the close similarity between the "Goals and Principles on Environmental Impact Assessment" adopted at the June 1987 Session of the Governing Council of the United Nations Environment Programme (UNEP) and the procedure for evaluating impacts from scientific and logistic activities recommended by SCAR for use in the Antarctic context.

11. WELCOMES the adoption by the ATCPs of Recommendation XIV-2 on environmental impact assessment of their scientific and logistic activities, based on principles elaborated by both UNEP and SCAR.

12. STRONGLY URGES the ATCPs to approve this Recommendation at the earliest opportunity, to apply it forthwith on an interim basis, to ensure adequate public dissemination of comprehensive environmental evaluations, and to ensure the participation of nongovernmental organizations in the Party States in the decision called for in accordance with paragraph 1 (vi) of that Recommendation.

13. ENCOURAGES the ATCPs to consult such international organizations as may, from time to time, be designated by the ATCPs to assist them in their work on environmental matters.

Additional protective arrangements

14. NOTES with appreciation the response (2) of SCAR to the request put to it by the ATCPs in Recommendation XII-5 operative subparagraph (i) for advice regarding the system of protected areas in the Antarctic, including Sites of Special Scientific Interest and Specially Protected Areas, and the question of a possible additional category of area under a different form of protection.

15. ACKNOWLEDGES paragraphs 75 through 97 of the Report of the XIV Antarctic Treaty Consultative Meeting (ATCM).

16. URGES the ATCPs to undertake the necessary field investigations prior to the preparatory meeting for the XV ATCM to provide an adequate and representative basis for decisions to be taken at the XV ATCM.

17. STRONGLY URGES the ATCPs to adopt and implement a coherent system for the protection of areas in the Antarctic where such action would contribute towards the protection of the Antarctic as a wilderness area and for scientific, recreational, and other peaceful purposes; apply to the Antarctic Treaty Area, as appropriate, the progressive development of concepts in multiple land/ocean use planning; and thereby assist in substantiating the designation of the Antarctic Treaty Area as a Special Conservation Area (Agreed Measures for the Conservation of Antarctic Fauna and Flora, Preamble).

Environmental data

18. NOTES with appreciation the request put to SCAR by the ATCPs in Recommendation XIII-5 operative subparagraph (ii) for advice regarding steps that could be taken to improve the comparability and accessibility of scientific data on the Antarctic.

19. WISHES TO STRESS the need for sufficient information to be available as a basis for making sound judgements relating to the environmental consequences of human activities.

20. NOTES that the foregoing principle is particularly relevant to the Antarctic about which relatively little is known.

21. URGES the ATCPs, in cooperation with SCAR, IUCN and other relevant international organizations and experts, to cooperate closely in collecting, maintaining and having available, information and data bases relevant to the making of informed environmental judgements.

Waste disposal

22. NOTES with grave concern that evidence has come to light that suggests that there have been some lapses in the application of the Code of Conduct for Antarctic Expeditions and Station Activities annexed to Recommendation VIII-11, insofar as it relates to waste disposal.

23. AWARE that the matter of waste disposal is one of ongoing concern to the ATCPs, their respective Antarctic operating agencies and to SCAR (Recommendations XII-3 and XIII-4).

24. CONVINCED that if the ATCPs are to demonstrate their ability

and commitment to protect the Antarctic environment, they must adequately protect the immediate vicinity of Antarctic stations and operations from environmental degradation.

25. ACKNOWLEDGES paragraphs 71 through 74 of the report of the XIV ATCM.
26. RECOMMENDS that the ATCPs take urgent and adequate steps to ensure that waste disposal practices for use in the Antarctic are such as will safeguard the Antarctic environment and its dependent ecosystems.
27. RECOMMENDS FURTHER that while revising the Code of Conduct for Waste Disposal they provide that:
 - a. Any waste must be removed from the Antarctic Treaty Area unless it is demonstrated that it would not have a significant local impact;
 - b. Existing waste disposal sites be cleaned up;
 - c. The amount of waste generated be minimized through careful consideration of the nature and volume of materials taken into the Antarctic which are likely to become or generate waste;
 - d. The re-use or recycling of waste materials be encouraged;
 - e. Regular monitoring of the impacts of waste disposal be required of all stations;
 - f. Governments continue to monitor technological and logistical developments that would allow for improvement in waste disposal practices.

Provisions in accordance with these recommendations should be incorporated in the Revised Code of Conduct for Waste Disposal, and governments should be required to observe the Revised Code for all Antarctic expeditions and station activities.

Tourism

28. RECOGNIZING that tourism in Antarctica and the Southern Ocean has increased substantially in recent years and is likely to continue to increase in the future.
29. CONCERNED with the potential adverse impacts of increased tourism on the fragile Antarctic environment and its value as a relatively pristine laboratory for scientific research.
30. RECOMMENDS to the ATCPs that they codify existing practice with regard to tourism and take such additional steps as may be necessary to control the potential adverse impacts of Antarctic tourism.
31. RECOMMENDS that IUCN encourage its governmental members, including in particular those in countries that are not Consultative Parties to the Antarctic Treaty, to take appropriate steps to ensure that tours and expeditions organized in or proceeding from their territories are made aware of the requirements for Antarctic tour operators adopted pursuant to the Antarctic Treaty and comply with them, in order to avoid adverse impacts on the Antarctic environment and Antarctic scientific research activities.

B. THE SOUTHERN OCEAN

Convention for the Conservation of Antarctic Marine Living Resources (CCAMLR)

32. NOTES with grave concern that stocks of Antarctic fin fish have been reduced, due to fishing, to levels below those which ensure their greatest net annual increment; that Article II of the Convention defines stocks harvested below that level as being depleted, requiring that action be taken to ensure their recovery; and that the CCAMLR Commission has failed to act accordingly.
33. AWARE that one of the strengths claimed for CCAMLR is that it provides machinery for the regulation of fishing activity in such a manner as to ensure sustainable use, in terms consistent with the World Conservation Strategy (WCS), thus providing for maximum benefit for humankind while also protecting all elements of the Antarctic marine ecosystem.
34. AWARE that attention is now turning to the possibilities of large scale harvesting of krill and squid and that no precautionary conservation measures are yet in place to ensure biologically and economically sustainable use of these resources.

35. WARMLY WELCOMES the preliminary steps taken at the VI session of CCAMLR, on the initiative of Australia, to embark on the elaboration of possible approaches to conservation to give effect to Article II of the Convention by means of the mechanisms provided for in Article IX, as well as the advice provided by the Commission to the Scientific Committee as to conservation objectives sought by the Commission.
36. STRONGLY URGES the Parties to CCAMLR that, in consideration of such approaches, they have regard to the principles set out in paragraphs 17 and 18 of Resolution 16/8 of the 16th Session of the IUCN General Assembly (1984) and seek urgently to implement them.
37. FURTHER URGES that a registry of all fishing and related vessels be created and maintained by the CCAMLR Secretariat.

Convention for the Conservation of Antarctic Seals (CCAS)

38. NOTES that 4800 seals were taken from the Antarctic in the 1986-87 season by two vessels; that if this presages the development of a commercial Antarctic sealing industry, the Convention for the Conservation of Antarctic Seals (CCAS) requires that certain mechanisms of catch reporting, scientific advice and institutional infrastructure be further elaborated.
39. CONCERNED that the conservation measures contained in the Annex to the Convention are such as to allow for the taking of the maximum permissible catch of seals in any one year from one sealing zone and that this concentration may have a more severe ecological impact than a dispersed catch.
40. COMMENDS the decision by the Parties to CCAS to hold a meeting in September 1988, in accordance with Article 7 of the Convention, for the purpose of reviewing the operation of the Convention and its relationship with other elements of the Antarctic Treaty System.
41. ENCOURAGES the Parties to CCAS to consider adopting more detailed procedures as appropriate to give effect to the conservation of Antarctic seals.

C. ANTARCTIC MINERALS

42. NOTES that the ATCPs are moving towards the final stages of the negotiation of an Antarctic Minerals Convention (AMC).
43. RECOMMENDS that the Convention provide for:
 - a. Adequate evaluation of the potential adverse environmental impacts of any proposed activity or decision before a determination is made to proceed;
 - b. Observers invited to participate in the meetings of the institutions established by the Convention to have full and timely access to non-confidential data and information relevant to pending decisions of these institutions and to comment on these prior to final determinations;
 - c. Public access to information on environmental considerations, at all stages;
 - d. Compliance, monitoring and liability to ensure environmental protection by operators and governments.
44. RECOMMENDS to the ATCPs that they make the negotiating text of the AMC freely available for public scrutiny and comment as soon as possible and, in any case, before the final stages of the negotiating process, and (that they ensure that there are adequate provisions in the Convention relating to environmental protection, opportunity for observer participation, public comment, compliance, and liability).
45. FURTHER RECOMMENDS that each ATCP make available a public record of all non-confidential information and documentation generated pursuant to the Convention in a timely manner, and provide for public review and comment.

D. COMPLIANCE

46. NOTES that the Antarctic Treaty System comprises a complex series of Antarctic Treaty Consultative Meeting Recommendations and separate intergovernmental agreements, which have been built up over a period of almost 30 years; that there exists within this system both mandatory and hortative elements; and that the whole is intended to provide for the management of Ant-

arctic activities according to principles set down in these agreements.

47. CONCERNED that, as the number of parties to these agreements increases, the opportunity arises for differing sovereign interpretations of the obligations undertaken by States under these agreements, and that such differences may compromise the effectiveness of the system in achieving its intended purposes.
48. RECOMMENDS to the ATCPs that they:
- Review the Antarctic Treaty Recommendations to distinguish mandatory from hortative elements, and consider improving and upgrading any elements as appropriate;
 - Increase the number of inspections conducted pursuant to Article VII of the Antarctic Treaty;
 - Arrange for international inspection teams, and invite participation by representatives of international organizations having a scientific or technical interest in Antarctica;
 - Consider how any observation of non-compliance with the system of obligations can be appropriately dealt with so as to better avoid incidents of non-compliance, including consideration of an infractions committee.
49. FURTHER RECOMMENDS that all Non-Consultative Parties before operating in the Antarctic Treaty Area, approve recommendations adopted pursuant to the Antarctic Treaty.

E. LIAISON BETWEEN THE ANTARCTIC TREATY SYSTEM AND IUCN

50. NOTES that IUCN has observer status with the CCAMLR Commission and Scientific Committee and that an IUCN expert participated in the XIV Antarctic Treaty Consultative Meeting to assist the Consultative Parties in their consideration of the item on the agenda for that meeting relating to "Man's Impact on the Antarctic Environment".
51. RECOMMENDS ALSO that:
- The ATCPs accord observer status to IUCN (3) at the final session of the Fourth Special Antarctic Treaty Consultative Meeting at which it is intended that the negotiations of the Antarctic Minerals Convention be concluded;
 - The Parties to the Convention for the Conservation of Antarctic Seals accord observer status to IUCN at any meeting held under Article 7 to review the operation of CCAS;
 - In relation to additional protective measures, tourism and environmental data, the ATCPs be urged to consult IUCN;
 - The Parties to the Antarctic Treaty ensure effective participation by IUCN and other international organizations, observers and experts invited to attend Antarctic Treaty Consultative Meetings.

(1) *Man's Impact on the Antarctic Environment: A procedure for evaluating impacts from scientific and logistic activities*, by W.S. Benninghoff and W. Bonner, 56 pp., Scientific Committee on Antarctic Research, Cambridge, 1985.

(2) *The Protected Area System in the Antarctic*, Report of the SCAR ad hoc Group on Additional Protective Measures, Scientific Committee on Antarctic Research, International Council of Scientific Unions, typescript 20 pp., Cambridge, 1987.

(3) IUCN has members in all of the States which are Consultative Parties to the Antarctic Treaty (information as of January 1988, asterisks indicate those which are State members of the Union):

Argentina*	Italy
Australia*	Japan
Belgium*	New Zealand*
Brazil	Norway*
Chile	Poland
People's Republic of China	South Africa
France*	Union of Soviet Socialist Republics
German Democratic Republic	United Kingdom of Great Britain and Northern Ireland*
Federal Republic of Germany*	United States of America
India*	Uruguay

IUCN also has members in most States which are Non-Consultative Parties to the Antarctic Treaty (information as of January 1988, asterisks indicate those which are State members of the Union):

Austria	Greece*
Bulgaria	Hungary
Cuba	Republic of Korea
Czechoslovakia	The Netherlands*
Democratic People's Republic of Korea	Papua New Guinea
Denmark*	Peru
Ecuador*	Romania
Finland*	Spain*
	Sweden*

