



# SECURING OUR FUTURE IN ASIA'S CHANGING ENVIRONMENT

PROCEEDINGS OF THE  
IUCN SOUTH & SOUTHEAST ASIA  
REGIONAL CONSERVATION FORUM

Kota Kinabalu, Sabah, Malaysia  
September 29 – October 2, 1998

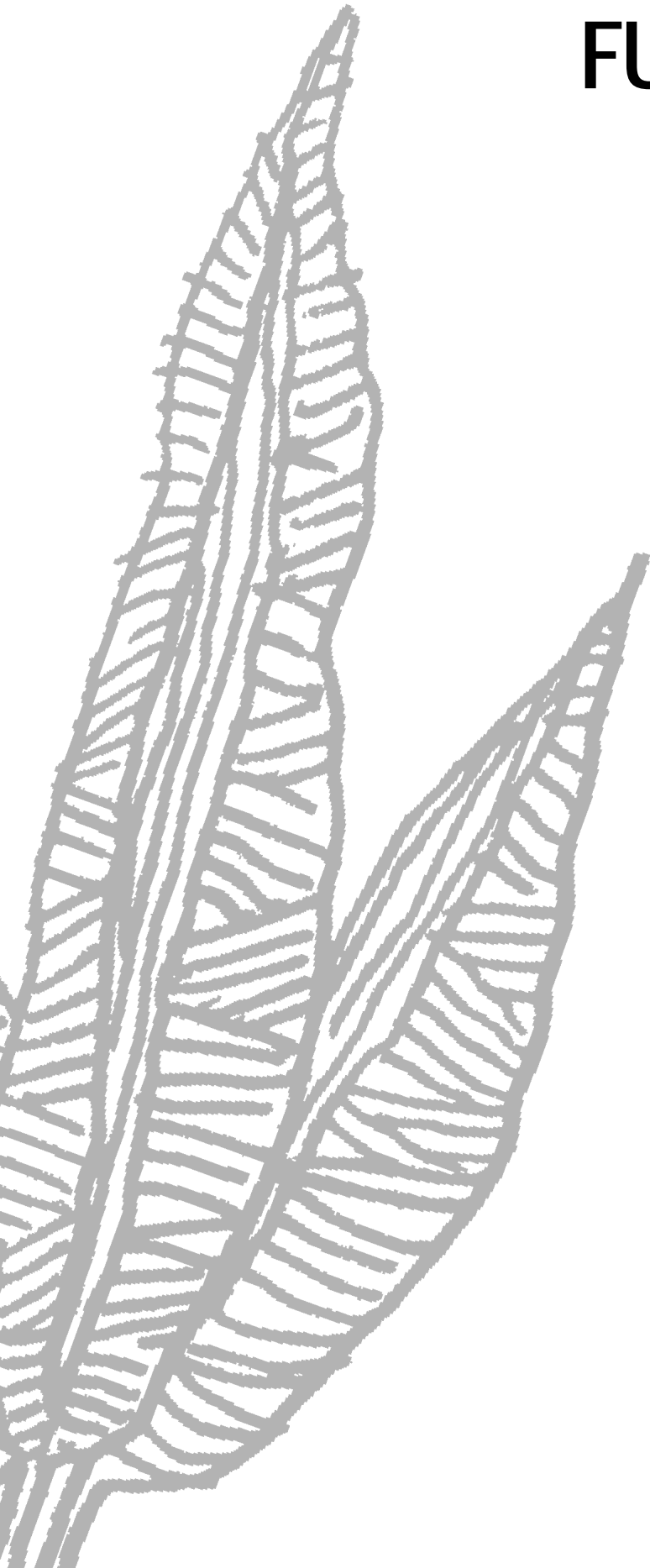
**IUCN**  
The World Conservation Union



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# Abbreviations & Acronyms

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AEGE	ASEAN Expert Group on the Environment
AEY	ASEAN Environment Year
AMME	ASEAN Ministerial Meeting on the Environment
AMMH	ASEAN Ministerial Meeting on Haze
APCEL	Asia-Pacific Center for Environmental Law
ARD	Asia Regional Directorate
ASC	ASEAN Standing Committee
ASEAN	Association of Southeast Asian Nations
ASOEN	ASEAN Senior Officials on Environment
BCIS	Biodiversity Conservation Information System
BELA	Bangladesh Environmental Law Association
CBD	Convention on Biological Diversity
CEC	Commission on Education and Communication, IUCN
CEERA	Center for Environmental Education, Research and Advocacy
CSD	Center for Sustainable Development
CIFOR	Center for International Forestry Research
CITES	Convention on the International Trade in Endangered Species
COST	Committee on Science and Technology
DANCED	Danish Cooperation for Environment and Development
DGIS	Directorate General of International Cooperation
DIPs	Detailed Implementation Plans
EAC	Environmental Action Committee
EIA	Environment Impact Assessment
EQA	Environment Quality Act
ELC	Environmental Law Commission, IUCN
FEJB	Forum of Environmental Journalists, Bangladesh
GEF	Global Environment Facility
GNP	Gross National Product
ICDP	Integrated Community Development Projects
ICIMOD	International Center for Integrated Mountain Development

ICRAF	International Council for Research in Agroforestry
ITTO	International Tropical Timber Organization
IUCN	IUCN–The World Conservation Union
JICA	Japan International Cooperation Agency
MAB	Man and Biosphere programme
MoU	Memorandum of Understanding
NAFTA	North American Free Trade Agreement
NCS	National Conservation Strategy
NGO	Non-Government Organization
NRA	Natural Resource Accounting
NTFP	Non-Timber Forest Products
OD	Operational Directive
OECD	Organization for Economic Cooperation and Development
PAWB	Protected Areas and Wildlife Bureau
PIC	Prior-Informed Consent
PPE	Permanent Forest Estate
PPP	Polluter Pays Principle
RAC	Regional Advisory Committee
RCF	Regional Conservation Forum
RETA	Regional Environmental Technical Assistance
RHAP	Regional Haze Action Plan
SAARC	South Asian Association for Regional Cooperation
SASEANEE	South Asian and South East Asian Network for Environment Education
SCS	Sabah Conservation Strategy
SEPA	The Sabah Environmental Protection Association
SNC	Sabah Nature Club
SoER	State of the Environment Report
SSC	Species Survival Commission
TA	Technical Assistance
TRAFFIC	Trade Record Analysis of Flora and Fauna in Commerce
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
WCC	World Conservation Congress
WCPA-SEA	World Commission on Protected Areas, South East Asia
WI	Wetlands International
WTO	World Trade Organization
WWF	World Wide Fund for Nature

# Foreword

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These proceedings have been through a long process of review and consultation with the members and partners in the region, and are presented as a reminder of what went on at the RCF in Kota Kinabalu, to feed into our next RCF in Delhi in March 2000.

During the intervening period, the region itself, and all of us who live in it, have been through many changes, political, social and environmental. While the negative trends continue on environmental indicators, the institutional aspects of environmental governance get better, and one hopes the two curves will cross sooner rather than later, allowing for the one to arrest the other and move both upwards to improve and secure our future in Asia.

This document represents the plans and aspirations of the IUCN members, Commission and partners in S&SE Asia. It is a mix of vision and pragmatic recommendation to both the work of the constituency, and direction to the Secretariat. It will be reviewed for performance, output and achievement at the next RCF. As always it presents a formidable challenge to all, but one that is both achievable and necessary for our future.

I look forward, together with the IUCN Secretariat team in Asia, to assisting you in making it our present reality.



ABAN MARKER KABRAJI  
Regional Director  
South & Southeast Asia



# Executive Summary

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The IUCN South and Southeast Asia Regional Conservation Forum was held at the Promenade Hotel, Kota Kinabalu, Sabah, Malaysia from September 29 to October 2, 1998. Organised jointly by the Ministry of Culture, Environment and Tourism, Government of Sabah and IUCN-The World Conservation Union, its theme was 'Securing our Future in Asia's Changing Environment'.

Conservation efforts in the region have been operating as independent attempts to improve the situation. This forum was a bid to strengthen the region's conservation constituency, through communication and experience sharing, and to ensure that future efforts are informed, effective and networked to achieve agreement on conservation and development goals. It was also aimed at bringing together people with a shared vision to address critical problems and to reach agreement on how best to work towards solutions. The stakeholders brought together included 150 participants from 120 countries across the globe. They represented IUCN, its member organisations, councillors, members of Commissions, staff as well as representatives of donor agencies and other collaborating institutions.

The forum was opened by Datuk Wilfred M. Bumburing, the Minister of Culture, Environment and Tourism, Sabah, who pointed out that the theme of the meeting went to the "heart of our future and existence in the region." This was an invaluable opportunity for all stakeholders to share common problems and learn from the experiences of their Asian counterparts.

Akiko Domoto, IUCN Vice-President and Councillor for Northeast Asia, noted that IUCN's Secretariat in South and Southeast Asia Region has been playing a very active role in conservation and this was emphasised by David McDowell, IUCN's Director General, who stressed that IUCN represents a formidable force for conservation and sustainable development.

The keynote address by Tan Sri Bernard G. Dompok, Right Honourable Chief Minister of Sabah, highlighted environmental landmarks and the history of conservation efforts in Sabah.

Aban Marker Kabraji, Regional Director, IUCN South and Southeast Asia, observed that the majority of IUCN members are in South Asia and that IUCN needs better representation in South East Asia. She also presented a number of questions and issues for the congress to consider, concerning IUCN's future direction in South and Southeast Asia. IUCN's Chief Scientist, Jeff McNeely, addressed the challenges facing stakeholders in working together to achieve conservation and development objectives in a modern society.

The afternoon session consisted of four presentations. Professor Le Quy An on the sustainable development and conservation issues facing Cambodia, Lao PDR, Vietnam and Thailand; Antonio Claparols on issues facing Indonesia, Singapore, Malaysia, Brunei and the Philippines; Kartikeya Sarabhai, on the shift from 'conservation cultures' by local people in South Asia to 'conservation projects' supported by external agencies; and Khawar Mumtaz, on relations between South-Southeast and West Asia.

On the second day of the forum, representatives of the Asian Development Bank, the Royal Netherlands Government, the Swiss Agency for Cooperation and Development, the World Bank, UNESCO, UNDP, and the Environmental Hub of the US Government all presented the work of their organisations on nature conservation. The focus was on common issues being addressed by these organisations and IUCN, past and on-going collaborations and future opportunities. This was followed by presentations from the ASEAN Secretariat, RECOFTC, TRAFFIC, Wetland International and CITES.

In the afternoon, seven working groups were formed on: Environmental Strategies and Law; Biodiversity, Protected Areas and Species;

Sustainable Use of Species and Natural Resources; Communications and Education; Institutional Development and Capacity Building; Regional Cooperation; and Strengthening Policy for the Region. Each group, according to its thematic area, summarised the mandate given to IUCN in the region by IUCN's World Conservation Congress and the Triennial Programme, and discussed the progress that the organisation has made to date. The main strengths, weaknesses and gaps were identified as well as priorities for the remainder of the Triennium. New or emerging issues (related to the group's thematic area) not covered adequately by the WCC or the Triennial Programme were also identified. These recommendations were presented in plenary the following day.

The third day was Malaysia Day. The Government of Malaysia and the states of Sabah and Sarawak made presentations at the Kinabalu National Park's headquarters. Mr. Cheah Kong Wai presented on behalf of YB Datuk Law Hieng Ding, Federal Minister of Science, Technology and the Environment, Malaysia, which gave an overview of Malaysia's conservation efforts. The area has a long history of legislation governing the management of natural resources and the environment. Recent actions taken by the Government to safeguard the environment, include the passing of the Environment Quality Act 1974 and the ratification of the Convention on Biological Diversity in 1994. Dr. Lee Hua Seng, Acting Director, Department of Forestry, Sarawak, highlighted the conservation scenario in Sarawak and outlined the activities undertaken to conserve the tropical rain forest resources of the state. Ms. Monica Chia, Permanent Secretary, Ministry of Tourism, Culture and Environment,

Sabah, gave an insight into the nature conservation practices in Sabah.

On the last day of the forum, brief presentations were made on the forthcoming IUCN 50th Anniversary Symposium to be held in Fontainebleau, and on the IUCN membership development strategy. This was followed by two messages to be sent to the anniversary celebrations. Syeda Rizwana Hasan, BELA Bangladesh, presented a message on the need to incorporate gender issues within all IUCN activities and Professor Le Quy An presented a draft message from the Asian region. Issues of rapid population growth, urbanisation, poverty and access to resources such as clean water were identified as causes for potential insecurity and conflict in the coming decades. It was recommended that IUCN should not restrict itself to narrow definitions of conservation of nature and natural resources, but redefine the essence of sustainability by recognising the rapid changes occurring in the world and by preparing to deal with these emerging challenges. It was stressed that the organisation should address issues such as poverty alleviation and urban development, equity of resource allocation and consumption patterns as well as seek ways to effectively influence policy and decisions that can have major impacts on how resources are used. Applauding the work of the Union in its continued process to decentralise programmes and devolve responsibilities from Headquarters to the Regional and Country Offices, it also lauded the efforts that have been made to promote interactions and consultation between IUCN staff, members and Commissions in the regions.

It was decided that the next Regional Forum be held in early 2000. IUCN has accepted the Government of India's kind invitation to host the second Regional Conservation Forum.

# Day One: Welcome Addresses

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## Welcome Address

Datuk Wilfred M. Bumburing  
Minister of Culture,  
Environment and Tourism, Sabah

Datuk Bumburing welcomed all the participants to the Regional Conservation Forum and Sabah, the Land Below the Wind. In light of the climatic 'events' that have taken place in the region, the theme of this Forum was very appropriate and the issues to be discussed concerned the "heart of our future and existence in the region".

In Sabah, both the Departments of Wildlife and Sabah Parks are members of IUCN and have contributed to conservation and its implementation in Sabah. The Regional Conservation Forum provided an invaluable opportunity for not only these agencies, but also for the Ministry of Culture, Environment and Tourism, as well as other departments in Malaysia, to learn and share with their Asian counterparts the many common issues and problems in conservation. Hopefully, the network established by this meeting will have far-reaching benefits extending beyond the four days of the Forum. The Minister remarked that the culture portfolio had been added to his Ministry that year, as there is a logical link between culture and other environment-related responsibilities of the Ministry. This is important considering present day approaches to conservation, the environment and sustainable management. In addition, these components form the backbone of the State's tourism industry.

Thanks were offered to the Right Honourable Chief Minister, Tan Sri Bernard Dompok, for his support in convening the Forum in Sabah, to IUCN, to the Forum Secretariat in the Ministry, and to DANCED, the Danish Cooperation for Environment and Development, for its support in conservation endeavours in Sabah, and particularly, for funding the local expenses of the Forum.

## Speech

Ms. Akiko Domoto  
IUCN Vice President and  
Councillor for Northeast Asia

Akiko Domoto started with an apology for the absence of IUCN's President Yolanda Kakabadse—she was unable to attend because of her recent appointment as Environment Minister of Ecuador. Ms. Domoto conveyed a message from the President wishing everyone an enjoyable and fruitful meeting.

Both Sabah's and Malaysia's contribution to global conservation through its national parks and other forest conservation activities was acknowledged, as was IUCN's work in the South and Southeast Asia region. IUCN has become very active in a region where environmental issues are of extreme importance. The twenty-first century will be an age of development for Asia, but one presenting the challenge of harmonising development goals with the sustainable use of resources and nature conservation. In order to balance development and conservation we must have a solid vision for our future, after examining the many issues at hand: climate change, biodiversity, desertification, forest loss and degradation, wetlands, pollution, coral reefs, agriculture, natural resources and energy. Our vision also needs to consider policy, management, equity, empowerment of local communities, population, health, gender and security. We need a holistic perspective that includes both environmental and social elements. IUCN can assist in developing this vision through the application of its scientific expertise and by recognising the need to understand social and economic conditions in relation to nature conservation. It has become obvious that we cannot create a vision of a healthy environment without considering relevant social issues. In turn, we cannot create a vision of equitable societies without examining environmental concerns.

Ms. Domoto informed participants that the IUCN President wished her to highlight the danger of

exploiting the environment to overcome the current economic recession. A recession cannot be used as an excuse for environmentally irresponsible practices. Short-term economic interests should not be given priority. By overusing resources and polluting our environment, we are creating more economic problems for our future. If we destroy nature in the process of development, our societies are going to be environmentally and spiritually impoverished.

In IUCN, it is our mission to ensure that any use of natural resources is equitable and ecologically sustainable. IUCN is unique in that it comprises non-governmental organisations, government agencies and States. Therefore, IUCN provides a useful platform for dialogue and can draw on the vast resources of creative talent, dedication and knowledge within its membership, to provide solutions to difficult problems. Projects from this region show that the creative powers of IUCN members can lead to impressive results.

Ms. Domoto concluded that as IUCN moves towards its 50th anniversary and evaluates its past, present and potential for the future, the collective strength of IUCN's members will be a great asset. She noted that the Forum would provide an opportunity to examine past accomplishments and failures, and lessons learnt from them. The Forum will see active discussion, debate and planning for the future. There is great momentum, which we should be proud to take to the 50th anniversary celebrations at Fontainebleau, France.

## Address

Mr. David McDowell  
IUCN Director General

David McDowell welcomed the Right Honourable Chief Minister and the Honourable Minister for Culture, Environment and Tourism to the Regional Conservation Forum. He then greeted IUCN members and partners, including representatives of a number of bilateral and multilateral donors. The distinguished guests were thanked for attending the opening ceremony and for agreeing to talk to the participants about their country and its conservation and development opportunities and challenges.

Mr. McDowell noted that while he had visited Malaysia a number of times, this was his first visit to

Sabah. He thanked the Chief Minister for his invitation to hold the Forum at Sabah, for their help with logistics and for co-sponsoring the meeting of IUCN networks in South and Southeast Asia. The Regional Vice-chairs of all six IUCN Commissions, and one Commission Chair, were present at the Forum. Noting the theme of the Forum, Mr. McDowell stated that not only the environment but also a secure future for the people of Asia is a matter of concern.

Referring to the 50th anniversary celebrations at Fontainebleau, Mr. McDowell said that although West European and North American members would dominate this meeting, it was interesting and encouraging to note that 15 delegates from the developing world would be present. Today, it is the conservation programmes in the developing world for which IUCN is best known.

An evolution has been taking place in IUCN over the past five years, affecting IUCN's role in Asia. The 1994 General Assembly that met in Buenos Aires decided that the Union was to be mission-led and constituency driven. This meant that resources and decision-making powers were to be decentralised and that the creativity of the Union and its members in the regions was to be given freer rein. The regions responded with vigour. Their entrepreneurial skills and the generosity of donors combined to produce a fast growth in income and a matching growth in programmes in the regions. Field offices began managing 72% of the Union's expenditure compared with 40% five years ago. More important, there has been a growth in the confidence and drive of members and IUCN staff in the regions, and in the impact of field programmes on conservation and development.

This is true of the Asia programme as well as those elsewhere. What was largely, a collection of unrelated projects, is now taking shape as a series of coherent national programmes; the beginnings of a regional programme is also becoming evident. For this, the members, the Regional Director, Ms. Aban Marker Kabraji, and her team in the Asia Regional Directorate—the heads of the country programmes—have to be thanked.

A regional programme is just beginning to develop in Asia, where working across national boundaries is not as common as in some other regions of the world. As national boundaries seldom recognise bioregional or ecosystem boundaries, it will become necessary to take a transnational perspec-

tive to addressing the problems of large ecosystems that cross several countries, rather than trying to address them on a piecemeal basis. This will not be easy, as there is no such tradition in the Asian region or sub-region, although the Association of Southeast Asian Nations, for example, is establishing a trend. Transborder work will have to be cultivated with patience and pursued in collaboration with a number of government members. Even at the national level, there are gaps in IUCN's programme, for example in Indonesia and in India, the Union has no Secretariat presence.

Environmental economics is also an increasingly important issue for the region. For example, there has been little work on the value of standing forests and especially on renewable, non-timber forest products. Similarly, little economic attention is paid to the ecological services provided by forests, such as the carbon sink they represent or their role in hydrological cycles. Perversely, forests are only valued in national accounting when they are felled. Having said that, changes are taking place. After the disastrous floods of 1998, the Government of the People's Republic of China has placed a total ban on logging in the catchment of the Yangtze River. Another example is the Government of Malaysia, which has been trying to put sustainable forest policies in place.

Economic considerations need to be raised when there is a global economic downturn. At such times, the biodiversity arguments of environmentalists are set aside, and decision-making tends to be based on purely economic grounds. In such a situation, the economic arguments for placing a true value on natural living resources come into their own and merit serious consideration.

In conclusion, Mr. McDowell thanked the Government of Sabah for hosting the meeting, It was hoped that this first Regional Conservation Forum in South and Southeast Asia would provide a springboard for closer collaboration between Sabah and the larger Union.

## Keynote Speech

Tan Sri Bernard G. Dompok  
Right Honourable Chief Minister of Sabah

Good morning and welcome to Sabah. I feel honoured to be invited to deliver this keynote address

today and I certainly hope that you have chosen to hold your meeting here not merely out of curiosity about the wild man of Borneo, but because you believe in our commitment and our efforts in conserving our biological resources and preserving our environment. I also hope that you appreciate the need for us, as a developing country, to strike a balance between conservation and development in the quest for a better life for our people. The million dollar question is, of course, where the line should be drawn and when enough is enough. Sabah has made significant headway in attaining this equilibrium but as all of you here at this congress will recognise, conservation measures typically involve a process, rather than a specific event, and the process is often spread over many years. But of course, all processes contain landmark events. I would like to share with you a short history of conservation efforts in Sabah, by highlighting some of the main landmarks. I understand that there will be a session on the third day to be held in Kinabalu Park where the Honourable Federal Minister of Environment, Science and Technology and speakers from Sabah, Sarawak and Peninsular Malaysia will be presenting you with more details about the current state of affairs in the Malaysian conservation scene.

In fact, the Kinabalu Park where the session is being held was perhaps the first major conservation landmark, in that this was the first large area of natural habitat covering 745 square kilometres specifically protected by law for the purpose of preserving Sabah's natural heritage when it was established in 1964. Mount Kinabalu, at 4,095 metres, is often called the 'summit of Borneo' being the highest mountain between the Himalayas and the snow-capped peaks of Irian Jaya, New Guinea. The Park contains one of the richest diversity of plants in the world with representatives from more than half the families of all flowering plants. This includes more than 1,000 species of orchids and one-fifth of the world's fern species, as well as 78 species of the richest fig flora. Its mammalian fauna is unique in that 28 out of the 34 species of endemic mammals in Sabah are found here. The Kinabalu Park has been nominated as Sabah's first World Heritage Site and it is my fervent hope that this will become a reality in the not too distant future. So your visit to the Park is indeed appropriate and may even win a few votes for us!

We, ourselves, have utilised Mount Kinabalu's remarkable and outstanding characteristics to our

economic advantage. It has become a leading national tourism icon, along with Danum Valley on Sabah's east coast, to promote Sabah and Malaysia as a premier nature tourism destination.

Mount Kinabalu also continues to be a destination for scientists and biologists, who make regular visits to uncover the mountain's still many mysteries.

This year, another remarkable achievement was recorded for Mount Kinabalu. A joint Malaysian-British expedition succeeded in traversing the mountain, for the first time ever, in a gruelling descent through the depths of Low's Gully, the infamous belly of the mountain.

The importance of conserving marine ecosystems was a major consideration in the 1970s and this resulted in the establishment of three marine parks, namely, the Tunku Abdul Rahman Park in 1974, the Turtle Islands Park in 1977 and the Pulau Tiga Park in 1978. The Turtle Islands Park, consisting of three islands on the east coast of Sabah, is the nesting ground of the largest colony of green turtles and hawksbill turtles in the State. Its protection, as well as the hatchery programme initiated in the late 1960s, have contributed greatly to the survival of the marine turtles. A bilateral agreement between Malaysia and the Philippines currently seeks to address the issue of protection for the nesting and foraging grounds of marine turtles in both countries.

It also became obvious that a major hurdle in the past was the lack of information on the distribution of wildlife in the State. This led to the first significant collaboration between the State Government and an NGO, the World Wide Fund for Nature, Malaysia, in conducting a faunal survey of Sabah in 1979 to ascertain key areas for wildlife. This study was the basis for future decisions on the establishment of a network of protected areas in Sabah.

A key landmark was the establishment in 1984 of Sabah's 'permanent forest estate' that is, gazettelement of all areas intended to be the State's permanent forest reserves and parks. This led to the establishment of two Wildlife Reserves, namely, Tabin and Kulamba and the Crocker Range Park. Tabin Wildlife Reserve, in particular, was important for the conservation of large mammals including the highly endangered Sumatran rhinoceros.

On October 7, 1988, the Chief Minister of Sabah officially launched a nature club known today as the Sabah Nature Club (SNC). It became the first of such clubs in Sabah and indeed within Malaysia as a whole. The scheme aimed primarily at school and youth groups in Sabah. Over 66% of all secondary schools in the State are now members. There are currently 140 clubs and colleges throughout the State. With an accumulated membership of more than 31,000 members, SNC is the largest environmental movement in Malaysia.

In 1989, the first significant attempt towards improved forest management commenced with the Malaysian-German Sustainable Forest Management Project, which opted for management on the basis of detailed plans for forest management units. The project selected Deramakot Forest Reserve for investigation and preparation of the first detailed management plan. Implementation of the Deramakot plan commenced in 1995. Logs from this truly sustainably managed natural forest are auctioned regularly, and are starting to fetch premium prices. Sabah plans to extend the Deramakot model to other Forest Reserves.

A study was conducted during 1990-92 by the Ministry of Tourism and Environmental Development, with technical advice from WWF Malaysia, that resulted in the preparation of the Sabah Conservation Strategy. The Strategy highlights the key role of land use planning in the conservation of nature and natural resources. The Strategy also lists areas throughout Sabah which merit water catchment protection and conservation of Sabah's remarkably rich biological diversity. A number of steps have been initiated to implement the Strategy, including an ongoing Sabah Biodiversity Conservation Project which, among many of its aims, is seeking to complete Sabah's system of protected areas.

In 1994, the State Government took a key step towards adding a new conservation area to Sabah's array of protected areas when Cabinet approved the establishment of the Kinabatangan Wildlife Sanctuary. It is currently in the process of being gazetted and with an area of about 27,000 ha, it will be Malaysia's largest wetland, providing a key refuge for birdlife and wildlife, such as the proboscis monkey. The state wildlife department has signed a Memorandum of Understanding with WWF earlier this year to undertake research and socio-economic projects for the local communities in the area.

In 1996, statutory protection was provided for Danum Valley, by excision from the Sabah Foundation timber concession and through the establishment of the Danum Valley Protection Forest Reserve. Since 1985, many research projects concerning tropical forest ecology have been carried out in Danum Valley and in the adjacent selectively logged forests. Danum Valley, which I mentioned in passing earlier, is a protected area of pristine lowland tropical rainforest. A programme of simultaneous protection and development for multi-use purposes that include research, education and appropriate tourism, is being implemented for Danum.

In the same year, the Chief Minister of Sabah announced that two wetland areas in Likas, near Kota Kinabalu, would be preserved for conservation and educational purposes. These are the Kota Kinabalu City Bird Sanctuary, a remnant patch of mangrove and Likas Lagoon, a freshwater wetland near the coastal highway. The importance of these sites lies in their close proximity to Kota Kinabalu, serving both as recreational areas and as outdoor nature classrooms for residents and school children in particular.

A variety of significant new measures were taken in 1997, which have the potential to greatly improve protection and sustainable management of natural areas. Maliau Basin, the last of the four areas recommended for protection in the 1982 faunal survey of Sabah, was given statutory protection as a Protection Forest Reserve. The Cultural Heritage (Conservation) Enactment was passed in 1997, allowing protective measures to be imposed on sites or areas which merit support for conservation of natural, cultural and historical features. This new law is unusual in providing a scope for statutory protection of sites on privately owned land. In December 1997, a new legislation called the Wildlife Conservation Enactment 1997 was passed thereby replacing the outdated Fauna Conservation Ordinance. This new legislation includes provisions for the enforcement of the Convention on International Trade in Endangered Species, sustainable utilisation of wildlife, protection of the interests of local communities, wider powers for combating poaching and illegal trade and the management of Wildlife Reserves and Sanctuaries.

Perhaps the most far-reaching new conservation measure in 1997 was the formal announcement that sustainable forest management would

become mandatory, through the implementation of long term management plans for all forest management units.

The most recent landmark was the creation of a new department known as the Department of Environment Conservation, which came into being on August 1, 1998. This Department also has its own new law. It is our intention that this Department will serve to ensure that issues of nature conservation and environmental protection are addressed more proactively in the development of specific sites and regions.

Sabah has only a small number of non-governmental organisations concerned with conservation of nature. However, all contribute in various ways towards nature conservation efforts. The Sabah Nature Club, for example, specifically promotes and supports the establishment of nature clubs in schools throughout the State. The Sabah Society has its strength in the publication of books on the wild plants and animals of Sabah, as well as in talks and visits for members. The Malaysian Nature Society (Sabah Branch) also does the same for its members. The Sabah Environmental Protection Association mainly focuses on pollution issues and complements the Environmental Action Committee. The latter is actually a partnership between Government, academic institutions, NGOs and environmentalists whose aim is to identify both terrestrial and marine pollution in the State and to formulate and initiate action to mitigate or eliminate such pollution. WWF Malaysia has an especially strong presence, and has collaborated with the Government of Sabah on numerous projects since 1972.

The current economic crisis hitting the region will present an even greater challenge in the context of wise use of resources and the deployment of scarce resources to other urgent needs. This is the time when an organisation such as IUCN has to play a greater role in giving support where it is needed most. Conservation is not in the vocabulary of those who are in need, and enforcing the law against such people will only make them social criminals. Gone are the days when the slogan for parks said 'take nothing but photographs. Leave nothing but footprints.' Even protected areas should contribute to the well-being of the people, particularly the local communities that traditionally have depended on the forests for their livelihood. Therefore, conservation must take on an integrated approach to make it sus-

tainable. I am glad to inform you that such an approach was adopted in the current Biodiversity Conservation Project in the lower Kinabatangan region which was undertaken with technical and financial assistance from the Danish Government through DANCED. The project identified and made recommendations for the conservation of biodiversity while at the same time incorporating measures to enhance the livelihood of the local community through wise use of forest resources, provision of basic amenities and support for alternative means of livelihood.

Once again, I thank you for giving Sabah the honour of hosting this regional IUCN congress and for generously allowing our participation, thereby giving local conservationists and conservation-related agencies the opportunity to share and exchange views with delegates. We should also thank DANCED for their financial support in meeting the local costs for this forum. Last, but not least, I would like to express my appreciation to IUCN for helping to make planet Earth a better place to live in for all of us and for our future generations and for the millions of other living things that are able to co-exist with us.

# Day One: Introduction

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## IUCN's 50th Anniversary Celebrations

Mr. David McDowell  
IUCN Director General

Mr. McDowell informed the meeting about the forthcoming IUCN 50th Anniversary celebrations at Fontainebleau, France between November 2-5, 1999. The opening address was to be given by the President of France, followed by a message on environment and conservation from each of the eight statutory regions of IUCN. Each 5-10 minute message was to be accompanied by visuals—but more importantly, these messages were the voice of each region to the world. In this respect, the voice of Asia needs to be heard loud and clear. This Forum needs to think about what message for the future they want to give, and the conservation priorities for the next millennium. One way forward was for the IUCN Councillors to take responsibility for developing the messages.

Appreciation for the work done by Ms. Kabraji and the Asia Regional Directorate in bringing coherence to the regional programme was also put on record. Such coherence did not exist five years ago.

## Introductory Remarks

Ms. Aban Marker Kabraji  
Regional Director,  
IUCN South and Southeast Asia

Ms. Marker Kabraji welcomed the distinguished participants to the IUCN Regional Conservation Forum for South and Southeast Asia. She noted that when Mr. Patrick Andau, Director of the Sabah Wildlife Department, extended an invitation to IUCN to hold its next members' meeting in Sabah, in 1996, the economies of most countries in the region were doing well, and the mood was optimistic. It was a measure of Sabah's commitment and generosity that their support for the meeting remained firm and consistent, despite the

changing economic conditions. She offered special thanks to Ms. Monica Chia, Ms. Patricia Regis, Mr. Patrick Andau and their staff for the support they had provided.

IUCN was looking forward to developing a programme of work with its members in Sabah and to demonstrating the value of membership in the Union. Although the presence of IUCN in South and Southeast Asia is a relatively old one (with the first members having joined in the 1960s and 1970s, and Malaysia being the first State member), the South and Southeast programme is relatively young. Of the 17 countries in Asia that IUCN covers, there are offices in only seven and members in 15. The 'administrative' region includes Pakistan, which sits on the cusp of two regions, being statutorily in West Asia. Astonishingly, most IUCN members are in South Asia, and IUCN needs better representation in Southeast Asia.

A number of questions and issues for the Forum to consider in relation to IUCN's future direction in South and Southeast Asia were then considered.

What should the IUCN programme look like as we move into the next millennium in Asia? What should its priorities be? Where will its funding come from? How do we ensure our security: of biodiversity, of land, of water, of the seas, in the world we must inhabit and leave for our children?

By the year 2000, 60% of humanity will live in Asia. Out of some 3.75 billion Asians most will still be relatively poor, one in every three will be Chinese and one in every four Indian. How will we make our work relevant to the scourge that pursues all of us in Asia: poverty and the rapid degradation of resources? They are not necessarily proportionately linked, but certainly a strong, vibrant economy and a moderately high per capita income is one prerequisite for good resource management. Hence, one of the immediate challenges that faces us in the next few years, as Asia's economies struggle through the downturn is

how to keep the environment central to the political agenda, to the citizens' agendas, and to the donors' agenda? From discussion of these and other issues we expect the framework for IUCN and its members' next programme of work to emerge.

The workshops that were going to be held on the following day were designed to report back to the meeting the progress on the objectives set at the Vientiane meeting, and subsequently at the World Conservation Congress in Montreal. The discussions and priorities will in turn be collated into a framework for the next programme document, to be circulated to members for comment through the IUCN country and regional office. Once finalised, the Secretariat looks forward to working with the membership on its implementation.

## **Saving the Tigers: Harnessing Asia's Social, Economic, and Political Forces for Conservation**

Mr. Jeff McNeely  
IUCN Chief Scientist

### **Introduction**

The Convention on Biological Diversity has marked a significant shift in the perception of protected areas by governments. It has linked protected areas to larger issues of public concern such as sustainable development, traditional knowledge, access to genetic resources, national sovereignty, equitable sharing of benefits and intellectual property rights. Protected area managers are now sharing a larger and more important political stage with agricultural scientists, non-governmental organisations, anthropologists, ethnobiologists, lawyers, economists, pharmaceutical firms, farmers, foresters, tourism agencies, the oil industry, indigenous peoples and many others. These competing groups claim resources, powers, and privileges through a political decision-making process in which biologists, local communities, the private sector and conservationists have become inextricably embroiled. The challenge is to find ways for the various stakeholders to work together most effectively to achieve the conservation and development objectives of modern society. This paper is a response to the challenge, with protected areas as the stage.

## **The Development Benefits of Protected Areas**

Because people have occupied virtually the entire land surface of Asia for thousands of years, the biodiversity that is found today is the result of a long history of interaction between people and the rest of nature. But modern society has brought expanding populations, global markets, and new pressures on land and resources. Protected areas are an essential element of the strategies of modern societies to ensure that resources are used sustainably and biodiversity is conserved for present and future generations. They provide a wide range of economic, social, cultural, recreational, scientific, and spiritual values, generating very considerable economic benefits, ranging from tourism development to carbon sequestration to watershed protection. For example, for many protected areas, direct revenues from tourism far exceed the management budget, though most such revenues usually go to central treasuries rather than to the protected area generating them. The economic benefits from watershed protection often are even greater, though means of capturing such benefits by protected areas remain elusive.

While early efforts to establish protected areas often excluded people, more recent approaches have sought to involve local communities in ways that are appropriate to the agreed objectives for the protected areas. This can be a considerable challenge. Local people often feel disenfranchised and would like to extract far more resources from a protected area than can be provided on a sustainable basis; the problem of overhunting is especially acute in mainland Southeast Asia. Providing sustainable benefits to local communities from protected areas may require more effective controls to ensure that populations of plants and animals are maintained at productive levels. The general approach to protected area management that is advocated by IUCN involves using a wide range of protected area categories managed as a system that involves national, provincial and local governments, non-governmental organisations, local communities and indigenous peoples, the private sector, researchers, and other stakeholders. The protected areas also need to be seen as part of a larger bioregion, which includes a surrounding buffer zone designed to provide benefits to local people (often through voluntary cooperative agreements established with local stakeholders).

One useful mechanism for putting this vision into practice is through Integrated Conservation and Development Projects. These seek to reconcile conservation and community interests by promoting social and economic development among communities in and around protected areas. Such projects need to be carefully designed to ensure that the interests of the various stakeholders are well represented. It is critical that the effort involves a clear identification of the problems facing the protected area so that the proposed measures specifically address the problems identified. For example, focusing on providing benefits to local communities is unlikely to be an adequate response when the greatest threat to the protected area is from timber concessions, agricultural subsidies, mining operations, or road-building projects imposed from outside. The latter problems require solutions at the national policy level.

## **Protected Areas in Asia**

Most countries in the region are making a serious effort to establish an adequate protected area system. It is heartening that many of the priority sites identified as needing protection in various action plans have either already been gazetted or are in the process of gazettement. At the same time, while the protected area system seems generally adequate on paper, at least on land, management capacity is still generally inadequate to achieve effective management on the ground. The challenge now is to convert conceptualisations into a new and more positive relationship between people and the rest of nature. Civil society can play a productive role in meeting this challenge.

A stronger financial commitment from the national governments and the multilateral and bilateral funding agencies remains central to the improved funding situation for protected areas in Asia. Recent economic assessments demonstrate that safeguarding the environment is worth a larger investment, but increasing investment will require a partnership between national governments and the private sector, leading to a higher priority for protected areas.

## **Protected Area Institutions**

A balanced approach to protected area management will allow many institutional players to participate in strengthening the national network of protected areas. Dangers to be avoided include governments abandoning responsibility for the system's

management under the guise of privatisation, reduced protection of core areas in the futile hope that buffer zone management and local development will reduce threats to strictly protected core zones, excessive local control over nationally or internationally important resources, and excessive privatisation to the detriment of public support for protected areas.

A protected area system needs wide diversity in institutional approaches. Many biological processes operate on small scales that vary dramatically in climate, elevation, structure, and importance from one to another. An over-emphasis on large-scale institutional arrangements, such as centralised protected area agencies, can undermine institutional mechanisms on smaller scales, such as traditional approaches to conservation. Local knowledge about specific complex interactions, and concerns about natural capital can be applied in daily life, especially on smaller scales. This clearly is not an either-or situation, but instead calls for creating complex, nested systems of governance for protected areas, with different institutions having different responsibilities on different scales. Simply stated, large-scale, centralised governance units do not, and cannot, have the variety of response capabilities and the incentives to use them that decentralised multi-layered governance systems can have.

In general, the success of a protected area is enhanced when organisations that have a vested interest in maintaining the protected area are strong and effective, and thus are able to prevent unacceptable use of the protected area. Well-designed protected areas require clearly defined boundaries, specific regulations on how much, when, and how different goods and services can be used, involvement of the stakeholders in collective choices and a system of monitoring the use of resources. They also need sanctions on those who violate regulations, inexpensive local mechanisms for resolving conflict among stakeholders and a way of organising these activities in multiple layers, with clearly differentiated responsibilities at each layer.

Clearly, the most logical or successful institutional arrangements will vary according to the national objectives that have been established for the protected area system and the specific objectives determined for each individual site. Because protected areas do not come in just one form, neither should their arrangements for management. A

greater diversity of institutional approaches helps to stimulate creativity, enabling different kinds of institutions to take different kinds of approaches. Different kinds of protected areas demand different kinds of management, and no single institution can meet the full range of requirements. However, it is essential that the central government establishes national objectives for the protected area system, ensures that the various approaches to protected area management are contributing to the national system and supports the interests of protected areas in the face of alternative land uses. It must also establish means for exchanging lessons learned from the various approaches, and provide an appropriate regulatory framework to ensure quality control.

### **Options for Action to Facilitate Broader Cooperation in Support of Protected Areas**

Build a strong economic foundation for the protected area system. Protected areas have usually been seen in primarily biological or ecological terms, but recent studies are indicating the economic importance of land managed for conservation objectives. Whenever a serious examination of benefits from protected areas is carried out, it becomes apparent that the benefits of protected areas outweigh their management costs by a considerable margin, often up to a factor of ten or more. But even though protected areas can be significant sources of revenue for the national economy, they are deteriorating because insufficient investment is made to ensure their continued productivity.

Part of this lack of investment arises because protected areas are basically public goods, being provided to everyone, rather like education, defence, and law and order. Since many of the economic benefits of protected areas are available to all, fewer incentives exist for any one individual, community, or commercial firm to conserve the resource than would make sense from the perspective of society as a whole. Indeed, private benefits from converting socially valuable protected areas to other uses are often substantial. Thus managing protected areas may require some form of intervention to correct for the market failures involved, for example, offsetting the substantial subsidies that promote economically and environmentally damaging resource exploitation in agriculture, forestry, mining, and other activities that have negative impacts on protected areas. Market economies typ-

ically under-provide public goods like protected areas, because their full social benefits are beyond appropriation by markets.

Another question is what activities should be funded from government allocations as opposed to activities that should be covered by various kinds of user fees. The distinction between public and private benefit is a useful guide. Generally, the tax-paying public should pay for the costs of establishing and maintaining protected areas (a public good) while those who derive a personal or commercial benefit from the use of such areas should pay for the associated costs. Thus governments may decide that user fees should pay for goods and services such as camping, water, information, access, and genetic resources. The problem with this approach is that only those goods and services that can be given a monetary value will earn income, potentially leaving other values ignored, even if they are in the public interest. Furthermore, some very valuable functions of protected areas, such as watershed protection, are politically difficult to capture through market mechanisms. While collecting fees from sale of hydroelectricity from a dam whose watershed is protected is feasible, few governments are yet willing to charge farmers the full costs of high-quality irrigation water emanating from a protected area.

A major issue is funding of individual sites as opposed to the funding of entire protected area systems. Some protected areas will be more financially profitable than others, especially those that are very popular with international tourists (for example, Nepal's Chitwan National Park) or those linked to major hydroelectric projects (such as Nakai-Nam Theun in Lao PDR). Others will provide significant benefits to farmers in terms of watershed protection, but the government might wish to subsidise these benefits; these subsidies should be recognised for what they are, and compensatory payments should be provided to the protected areas. But if governments decide that protected areas must be more self-reliant, then governments will need to enable protected areas to retain the funds they earn from various sorts of user fees, such as gate fees, bioprospecting fees, and even water-use charges.

One means of determining appropriate levels of support for a protected area system is to do a thorough financial analysis of the full range of economic benefits provided by each protected

area and by the national protected area system. This full financial assessment could then be compared with alternative uses of the land and the management costs of the protected areas. The mismatch between economic values of protected areas and investments being made in them would then be clearly identified, providing a strong basis for justifying additional investments in the protected area system. These investments can be generated through measures such as those outlined below.

Encourage investment in protected areas. The key to the future of financing for protected areas is building a national consensus on overall environmental priorities. Protected area institutions must have a broad mandate from civil society to be able to work with other public sector agencies and civil society to set national goals for conservation. Conservation investments by governments are as essential to the welfare of society and as legitimate a public investment as defence, communications, justice, health and education. Protected areas benefit the nation and the world, so both national and international sources of financial support need to be tapped.

Promote private sector investment. The private sector is often discouraged from investing in protected areas because of high levels of market and political risk, high initial capital costs, returns that may be earned only in the distant future, and difficulties in implementing user charges due to high exclusion costs. Private investors need to be provided with appropriate incentives, such as security of tenure, appropriate contractual relations, the removal of perverse economic incentives, correction of distortionary policies, and removal of barriers to entry. Where such conditions are met, private investment in protected areas can increase significantly.

Establish a National Conservation Trust. New responses to insufficient or unbalanced investment in protected areas include fostering innovative funding mechanisms (such as trust funds, dedicated funding of receipts from tourism, or debt-for-nature swaps). A non-profit and transparent National Conservation Trust could serve as a general and transparent mechanism for mobilising such funds. In the case of the private sector, the Trust could serve as a partner of 'green' business by certifying the performance of businesses operating in and around protected areas. Further, a National

Conservation Trust would be able to play a significant role in leading the private sector down paths of sustainability by using its capital to create ventures that both make a profit and use protected area resources in a responsible way.

Change laws to encourage fund raising. The general public is often very interested in supporting protected areas but lacks any effective means of demonstrating their support, except perhaps through increased visitation. Given appropriate structures, the general public will often be extremely generous in their support of conservation, especially through conservation-related NGOs. In order to tap this potential, governments need to examine laws and regulations governing the activities of the non-profit private sector. Partnerships with for-profit concerns should be encouraged, and tax breaks for charitable contributions need to be instituted or enhanced. In some cases, it may be possible to establish a special protected area's fund on the basis of contributions from the energy sector, with the payment related to the benefits being provided by protected areas. The National Conservation Trust could also play a role here.

Enable protected areas to retain more of their value. Revenues from tourism operations, fees for collecting genetic resources, income from watershed protection, and so forth generally feed into the central treasury rather than to the individual protected area or even the protected area system. If earnings from protected areas are returned to the central treasury, it is quite understandable that a protected area agency will regard such 'profits' as losses because it loses control over them. Dedicated funding is a policy option that would enable a closer connection between income and expenditure. Rather than tourist concession fees going into the central treasury, if they are returned directly to the protected areas, then the concession-holder becomes much more part of the management enterprise. One option is to enable the National Conservation Trust to receive funds from gate fees, camping grounds, parking fees, bed fees, and various other fees, which can then be reinvested in the protected area.

Form independent companies to manage tourism to protected areas. Government protected area management authorities could form independent companies to administer tourism matters, retaining shares in the company, which would pay dividends to provide a consistent flow of income to the protected area. Forming an independent company enables the nec-

essary investment capital to be raised, harnesses the business skills of the private sector, reduces dependency on the budget of the protected area agency, fosters investment in marginal and rural areas, strengthens private sector support for the conservation effort and improves access to loan finance. The joint venture company could be a non-profit corporation whose income is redistributed to either tourism development or conservation projects under the auspices of the National Conservation Trust, and provides a mechanism for the establishment of joint projects with local communities and the private sector. In some cases, local communities could also be given shares in the company, perhaps ranging from 10% to 25%; making the local community shareholders provides a number of benefits. This includes fostering a sense of ownership and accountability for the environment among the communities, improving communication between protected area managers and local communities, stimulating secondary entrepreneurial opportunities and empowering people through their ability to participate in local decision-making processes.

## **Design Robust Protected Area Institutions**

A protected area system needs diversity in institutional approaches. Government conservation institutions in many Asia-Pacific countries claim an exclusive mandate to manage conservation areas and activities but lack the necessary human, financial and technical resource capacities to carry out that mandate effectively.

Decentralising both management and funding will also help cure one of the perennial problems of protected areas management, namely the lack of incentives for attracting and keeping the most energetic and qualified personnel working at the local level rather than in the cities. In seeking to find the most appropriate institutional arrangement for managing protected areas, it is useful to seek basic organisational principles that will lead to effective institutions for managing protected areas, appropriate to the national setting. The following principles should be considered:

Clearly identify stakeholders. Identify who has an interest in how the area is managed, and the degree of legitimacy of the various stakeholders.

Clearly define boundaries. Ensure that all stakeholders are very clear about what are the bound-

aries of the protected area and its surrounding buffer zone (though the outer boundary of the buffer zone may be very fuzzy), and who has the rights to what resources under what conditions within these boundaries. This helps ensure that those who invest in the resource benefit from their investments, thereby providing an incentive to invest.

Adapt regulations to local conditions. Regulations are required to ensure that time, place, technology, quantities of resources to be managed, and so forth, are related to the local conditions and to the rules regarding labour, materials and funds. Such regulations need to be site specific, because uniform rules established for an entire nation can seldom take into account the specific attributes of specific protected areas, the resources they contain, and the socio-economic conditions of local stakeholders.

Make collective-choice arrangements. The stakeholders affected by protected area regulations need to be able to participate in modifying them. The reality for most protected areas in Asia is that the government agency seldom has sufficient presence to play a fully effective role in the day-to-day enforcement of protected area regulations. Compliance is more likely under conditions of government by consent, social pressure by the community, and enlightened self-interest, backed up by law enforcement where necessary.

Establish a means of monitoring. A means must be available to audit the conditions of the protected area and its resources and the behaviour of the various stakeholders involved, in order to provide feedback to management. Most traditional systems of resource management are organised so that monitoring is a natural by-product of using the resource, but modern protected area managers need to make an explicit effort to build monitoring into management.

Provide graduated sanctions. Those who violate the regulations of protected areas need to receive appropriate sanctions within the context of the managing institution. Local sanctions work best in long-enduring communities that are stable and are unlikely to work very well in highly dynamic settings, for example where many villagers are recent immigrants. The latter condition may require greater investments in law enforcement by the protected area agency (as in many of Nepal's protected areas).

Establish conflict-resolution mechanisms. Both local communities and protected area managers need to have rapid access to low-cost, local arenas to resolve conflict among stakeholders or between villagers and government officials. This helps provide the feedback needed for adaptive management.

In seeking the best institutional arrangement for protected areas, governments should give careful consideration to establishing parastatal institutions, in conjunction with a National Conservation Trust. Such institutions could be more efficient and cost-effective than the current institutions that are in place.

### **Provide Incentives to Encourage the Private Commercial Sector to Contribute to Protected Areas**

A major challenge remains how to link private sector operations to the benefits provided by protected areas. The private sector has proven extremely effective in avoiding costs (they are effectively free riders). This challenge can be addressed by implementing the following guidelines:

Governments should provide an open, competitive market. While some government regulation is certainly required, an appropriate level of competition will lead to a better product at the best price, enabling entrepreneurs to enter the marketplace with new ideas and new approaches that are consistent with the national protected area objectives established by the government.

Governments should provide a clear and stable policy framework. The private sector needs to have very clear rules that apply equally to all competitors. Environmental standards should be clear and explicit, and be sufficiently powerful to ensure that the resources of protected areas are well managed, but not so strict as to become a disincentive to investment. More positively, tax breaks or other economic incentives for contributions to protected areas could generate greater private sector support.

The private sector should adopt appropriate standards. Consumers need to have confidence that the private sector is behaving in a way that is appropriate to the public interest in the field of protected areas. The businesses involved in protected areas should be encouraged voluntarily to

agree on appropriate standards of quality and environmental performance, based on guidelines provided by the government.

The private sector should volunteer stronger support to protected areas. It is also possible to harness greater involvement of the private sector through voluntary co-operative programmes, such as those involving various energy-related companies around Kutai National Park in Indonesia's East Kalimantan Province. In some cases, these voluntary agreements may be far more effective than those forced by regulations. But in other cases, regulations, or at least the threat of them, may be an essential incentive.

Stakeholders should agree on realistic objectives. Governments, the private sector, NGOs, researchers, local communities, and other stakeholders should work together to agree on objectives and set targets that recognise the realities under which business operates. These targets should encourage efficiency and cost effectiveness, permit flexibility of responses to meet goals, allow for gradual introduction of any new regulations so that businesses have time to adjust, be fair and equitable across business sectors, and provide a transparency of compliance so as to eliminate free riders.

Governments should use economic instruments to motivate the private sector. Governments should design and implement economic instruments to encourage actions that work towards national objectives for protected areas. Numerous economic incentives for conservation are available for use by governments. For example, governments could direct agricultural subsidies to activities by the private sector that promote behaviour consistent with the requirements of protected areas. Tax policies can also encourage businesses to provide support to protected areas, for example, by enabling charitable donations to be deducted from corporate taxes, and considering support to protected areas as a normal business operating expense. Similarly, disincentives such as fines or taxes for inappropriate corporate behaviour should be part of the package.

Governments, NGOs and the private sector should educate the market. The 'consumers' of protected areas need to be educated about the multiple values of protected areas. Economists argue that harnessing market forces is an important step

in this process, beginning by making appropriate information available to consumers. Paying a fair price for benefits received is a basic principle that should be applied to protected areas, but the 'market' needs to be made aware of what the fair prices are.

Governments, NGOs and the private sector should promote micro-enterprises. Relatively little has yet been done in the region to stimulate the creative efforts and energies of small biodiversity-based rural businesses, which will often be at the micro-scale where much innovation can take place (examples from Nepal and Indonesia indicate the potential of such approaches). Investment through a dedicated fund, for example, could facilitate private sector development of enterprises based on sustainable use of biological resources and conservation of biodiversity in and around protected areas. This could also help to ensure more equitable distribution of benefits arising from such use (and thereby achieving all three objectives of the Convention on Biological Diversity). Commercialised micro-enterprises based on biological resources could become critical components in developing buffer zones around protected areas; if planned and developed carefully, they can help safeguard the protected areas and generate revenues for the local communities. It would seem most appropriate for the private sector to take the lead in this field, working closely with interested NGOs with connections at both the grassroots and marketing level, and with the local communities who will be the key producers.

If suitable incentives can be provided to enterprises to assume a certain degree of financial risk, a wide range of private investments could be secured by protected area managers. Encouraging investment will require an accessible framework for providing information, structuring negotiations, and ensuring project security. While the market itself may be able to regulate financially-viable investments, for high-risk investments some sort of claim certification must be provided; one possibility might be to use the National Conservation Trust suggested above to provide this secure framework.

### **Promote Stronger Links Between Biotechnology and Protected Areas**

With the rapid growth of biotechnology, the genetic resources found within protected areas are becoming increasingly important, or at least poten-

tially so. However, with the advent of the Convention on Biological Diversity, bio-prospecting has become much more complicated. Today's bio-prospector must meet the CBD's Article 15 requirements for prior informed consent, access on mutually agreed terms, and the fair and equitable sharing of benefits. He must also address issues of intellectual property rights, obtain appropriate visas and permits to collect, enter land, and export and import materials, satisfy phytosanitary (for plants) and CITES requirements; and ultimately meet regulatory requirements for product safety and standards. A very real danger exists that over-regulation will lead to a reduction in new exploration at the very time when biotechnology is facilitating the utility of resulting discoveries. On the other hand, local communities and protected areas have received very few of the benefits arising from commercial exploitation of the genetic resources they have been protecting, sometimes for many generations. The CBD seeks to redress this inequity.

Further, as rising population reduces the extent of natural vegetation in Asia, those who are interested in genetic resources need to look increasingly to legally protected areas as the last reservoir of plants, animals and micro-organisms with enormous genetic significance. Equally, those who are charged with managing these areas will need to accommodate their management approaches so that sustainable supplies of genetic resources can be provided. Thus, a partnership needs to be formed between private industry, institutions involved in biotechnology (including ministries, indigenous peoples, rural communities, universities, botanical gardens, and research institutions) and institutions involved in conservation of biological diversity (including protected area management authorities and NGOs). One possible approach is to use intermediaries, including botanical gardens, universities, research institutions, NGOs, and even commercial brokers. These people could collect, identify, and guarantee re-supply of promising materials, acquire government approval for collections and broker benefit-sharing agreements. They could also ensure that any benefits arising are shared fairly and equitably in the source country with the local communities who are maintaining the sources of genetic resources. Benefits are likely to be maximised when governments create incentives for new, varied and equitable partnerships based on the use of biological resources, based on the shared and realistic expectations of the partners.

In most cases it is essential to separate the protected area authority from any responsibility for commercialising the genetic resources found within protected areas, instead entrusting this important responsibility to a separate body. Candidates would include a National Biodiversity Commission whose activities would include working out the intricacies and legal ramifications of commercialising biological resources. A share of royalties arising from protected areas might be provided to the National Conservation Trust, which could channel the funds back into protected areas and their buffer zones.

## **Strengthen Research In and About Protected Areas**

Research and monitoring are critical parts of protected area management, building the capacity to adapt to changing conditions. Successful policy making requires continuous feedback from field-level resource management activities through monitoring ecosystem structures and processes and various indicators of human welfare so that the results of management actions can be compared against the expectations of the plans that led to the actions. Results from monitoring programmes must be made available to planners, managers, policy makers, and scientists. Then they can adjust plans, management actions, policies and research programmes, thereby creating a loop called adaptive management between implementing field actions, monitoring the affected ecosystems and human responses, comparing the results against expectations, and adjusting future actions, with each reiteration of activity based on past experience and improving performance.

In seeking to enable universities, research institutions, and others to carry out research that is essential to successful protected areas, the international community including the Asian Development Bank should promote the following kinds of actions:

Build institutional capacity. Strengthen the institutional capacity of research institutions in the region, including universities, museums, and field stations. This should include means of making information readily retrievable by other institutions.

Establish long-term research sites. Support long-term ecological research sites with provisions for continuous monitoring to provide a baseline for

understanding natural ecosystems and learning how to modify them most effectively, consonant with development needs.

Study traditional knowledge. Support local indigenous and traditional knowledge about species, ecosystems, resource management systems, traditional laws and regulations, and so forth. Such local and traditional knowledge is often the most relevant to resource management at the site-specific level. Making such information more systematically available could both legitimise its application at the local level and make its basic principles more widely applicable; care is required that intellectual property rights rest with the local communities, and that any commercial uses follow CBD guidelines on benefit-sharing.

Build links between research and major development projects. Incorporate research components in major development projects that affect protected areas, thereby providing the information necessary to undertake adaptive management or environmental remediation activities. Forest management, water resources development, road construction, large-scale human resettlement, and the introduction of new crops or new agricultural technologies should be accompanied by research to assess impacts on biodiversity and adjacent protected areas; such research should be seen as part of the project package, and should utilise independent research organisations.

Enhance international cooperation in research. Support cooperative research programmes, as called for under Article 18 of the Convention on Biological Diversity, focusing on the relationship between sustainable land use and biodiversity, and how protected areas contribute to sustainable forms of development. Such cooperative research programmes should involve the private sector, research institutions, and 'customers' of the research (especially protected area management authorities); often building on research approaches developed through international research programmes (such as the Centre for International Forestry Research).

Support research on economic aspects of protected areas. Support broader studies of the operation of economic systems as they affect protected areas and biodiversity, focusing on macro-economic policy and development strategies in attempting to provide more general conclusions about the rela-

tionship between development and natural resource management. Such research should assess the impact of various kinds of development on the conservation of biological resources for agriculture, forestry, and fisheries. Also important is their influence on future ecosystem stability, including effects on regional and global climate change, watershed maintenance, river basin flood regimes, and coastal zone resources; and the assessment of impacts on other important values for local communities, the nation, and the globe.

International support for research could be greatly increased if greater efforts were made to facilitate collaboration, for example through accelerating the granting of permits, identifying suitable local counterparts, and allowing free exchange of research materials.

It might be sensible for at least some countries to develop a biodiversity research centre, which is oriented toward applications in protected areas and the surrounding buffer zones. These centres should focus on problems of sustainable use and the economic development of renewable resources. Such a centre perhaps located on a university campus could also carry out the essential monitoring of status and trends of key species and ecosystems. For regions with limited scientific capacity, such as the Pacific, regional research programmes might be more sensible, involving universities, the protected area management agency, and the private sector.

### **Seek New Approaches to Involve Local Communities in Protected Area Management**

Far more needs to be done to build support from local communities for protected areas. This will require a challenging combination of incentives and disincentives, law enforcement, education and awareness, employment both in the protected area and outside, enhanced land tenure and control of new immigration. Immigration is especially important where the buffer zones around protected areas are targeted for special development assistance. The key is to find the balance among the competing demands, and this will usually require a site-specific solution.

An important principle is first to do no harm. Past establishment of protected areas has been characterised by the relocation of communities, but the modern perspective recognises that relocation can

cause severe negative social, economic, cultural, and even ecological impacts. Thus, it should be used only as a last resort after careful study and planning, and only where it is clearly documented that resident peoples are truly detrimental to the objectives of the protected areas. Additionally, it is critical that adequate alternatives and mitigating measures be established for effective relocation that will improve the standard of living of those relocated. Some communities may be pleased to move under such conditions.

A key factor is the stability of rural communities, implying that governments need to be particularly cautious when contemplating major efforts at relocating people from one part of the countryside to another. People who have developed long relationships with particular settings and knowledge on managing the resources within those settings will often act differently than immigrants with no particular linkage to local resources and often, considerable outside subsidies. The new arrivals are frequently responsible for more destructive land-use practices than are the long-term residents, but of course new technologies and new markets can be expected to change the behaviour of local villagers irrespective of their traditional conservation practices.

At a minimum, local communities need to be deeply involved in buffer zone development activities, and should be consulted on any decisions that affect them. In many cases, giving the local people preferential treatment in terms of employment within the protected area (including seasonal or project-based employment) and providing economic incentives to establish tourism or other income-generating activities in the buffer zone can help to build a positive relationship between protected areas and local communities. Also helpful is ensuring an appropriate flow of benefits from the protected areas to the surrounding lands.

In other cases, it might be most sensible to return the full management responsibility for at least the buffer zones to the local community, leading to community-owned forests that serve at least some of the functions of protected areas. These may be managed under forest stewardship contracts between government agencies and local communities. Successful project interventions in buffer zones need to address community priorities and provide incentives such as material benefits in a way that builds long-term partnerships rather than

dependency. Successful projects add diversity to the development options available to the local community and build community self-reliance. While economic incentives are important compensation for opportunity costs, such compensation should be in the form of improved access to suitable productive resources, such as better agricultural land or technology. This can provide continuity between prior modes of production and opportunities for economic improvement and is far better than simply providing cash.

Most rural communities in and around protected areas are anxious to find new ways of earning income. While local communities generally retain effective control over minor forest products, the fact that they are seldom legally entitled to these historical rights leads to a degree of insecurity. This militates against sustainable utilisation and instead fosters conflict between local people and the protected area. Because this impulse can have negative impacts on protected areas, many Integrated Conservation and Development Projects are actively seeking alternatives to resource harvesting and land conversion. For-profit enterprises involving local communities around protected areas can either build dependence on local resources or seek to reduce such dependence. Generally speaking, enterprises within a protected area should be basically non-consumptive, such as tourism or limited collection of genetic materials, while enterprises in the buffer zone can be both non-consumptive and consumptive. An important decision is the choice between coupling and de-coupling the economic interests of local people from the ecological interests of the protected area. Some projects in buffer zones are designed to shift the economic interests of local people away from exploiting resources in the protected area. These include plantations of fast growing trees to relieve the pressure on forest timber, cash-crop initiatives, butterfly farms, investment in better farming practices and so forth.

By contrast, some activities are designed to enhance the dependence of the local communities on the natural resources or ecological services to be conserved. For example, nature-based tourism will bring revenues as long as the local environment is well preserved and attractive to tourists. Selling hunting rights to tourists is viable and lucrative only so long as the protected area is sustaining a sufficiently abundant wildlife population (and the protected area regulations permit such use). Medicinal plants can be collected in the wild

only as long as they are not over-exploited; and so forth. Whether a 'coupling' solution is likely to be more effective than a 'de-coupling' one, or a combination is preferable, this can only be established within a specific ecological and socio-economic context. A general lesson here is that the greater the community interaction with biological resources, and proportion of the community that gains or loses from that interaction, the more likely the success of co-management projects.

It is possible that some local communities have a limit on their perceived needs, and once their basic needs are met, then they will reduce their impact on protected area resources. But this rosy assumption is far from a generality and most communities contain at least some individuals who will happily try to exploit more from a system than can be supported in a sustainable way. This remains true even if the social costs far outweigh the private benefits and means that protected area management needs to be based on a clear understanding of rules and regulations, and effective means of enforcing them. Incentives include employment, clean water, various kinds of linked development, and so forth, and disincentives include public ostracism, fines, and jail terms.

Building a more positive relationship between local communities and protected area managers can be built on the following steps:

- | identify all critical interactions (physical, biological, economic and cultural) that link the protected area to local communities, regional landscapes, and private enterprises;
- | understand the meanings and values that local communities attribute to the protected area and the region;
- | inform local populations about the national and international significance of protected area resources and strive to develop a sense of pride in the protected area and the region;
- | provide benefits that compensate for any opportunity costs paid by local communities because of the protected area, over and above the benefits the area provides to them;
- | conduct planning as an open process that provides opportunities for all stakeholders to express their opinions and views about the future of the protected area and the region;
- | avoid preconceived ideas about how things have to be done, because most problems have multiple solutions. Give priority to local solutions for local problems; and

- use advisory councils with members who can contribute to maintaining open communications with local populations and enterprises and who are sensitive to local values within the region.

### **Ensure that National Legislation Supports the Involvement of Civil Society in Protected Area Management**

In a national system of protected areas including many categories of management and institutional arrangements, it is futile to attempt to codify laws well matched to all aspects of protected area management at all levels of organisation, public and private. A better approach is to link the individual areas with site-specific management approaches into larger units such as bioregions, and ultimately to the entire national system. National legislation, therefore, need not establish a uniform and detailed set of rules for an entire protected area system, but rather should establish the conditions, which will enable users to manage their resources locally where appropriate. It will focus national management efforts on those protected areas that are of national concern and empower more local agencies to manage protected areas, or address specific objectives, of primarily local concern.

Much national legislation in the region ignores the possibility of civil society involvement in protected area management, or places obstacles in the way. Countries should review their legislation, taking the following points into consideration:

- expand the concept of protected areas in national legislation, to include areas critical for protection, areas where restricted resource use can be allowed, and areas where more widespread or intense uses can be permitted. A zoning approach may be effective in this regard. Categories aimed at conserving both cultural and biological diversity should be given legal recognition, perhaps as community protected areas or Biosphere Reserves;
- forest and wildlife laws should allow for the inclusion of local community rights and practices within protected areas, with restrictions on activities based on the specific conservation priorities of the area rather than on broad prescriptions;
- customary laws and rights related to the conservation of natural resources should be recognised in formal legislation;

- legislation should ensure participation of communities at different levels of decision making, especially by ensuring access to information, public hearings, membership in institutions responsible for conservation, and other such measures;
- aspects of land tenure, ownership, control of resources, and livelihood security need to be addressed in law; and
- legislation should support the appropriate involvement of the private commercial sector in protected areas, in ways that are consistent with public interest.

### **Conclusion**

This paper generally has been optimistic and positive, seeking to present options that could work, and indeed have worked in some situations. But how justified is such optimism? The picture on the ground is decidedly mixed; every success can be matched by a disaster, and even 'success' may be illusory or temporary, ready to evaporate when external funds are finished. People in Asia are facing human pressures on resources, unprecedented in human history. These new pressures require innovative responses, designed to support the long-term interests of both people and the many species upon which human welfare depends. It is too late for painless solutions, and for most of Asia, solutions will involve trade-offs among options that have both positive and negative aspects. Progress does not necessarily depend on 'grand solutions', but rather on moving ahead with the means available.

Each country has its own specific challenges in establishing and managing its protected area system to meet the needs of its society. People create protected areas, so they are expressions of culture and serve as models of the relationship between people and the rest of nature. Thus, the culture of each country is reflected in its system of protected areas, so each will tend to have different characteristics.

The single overriding issue for conservation in Asia is how to find the right balance between the generalised desire to live harmoniously with nature and the need to exploit resources to sustain life and development economically. The problems facing protected areas are thus intimately related to socio-economic factors affecting communities in and around protected areas, including poverty, land tenure and equity. They also involve national

level concerns, such as land use, tourism, development, balance of payments, energy and resource management, and global concerns such as biodiversity, climate change and generation of new knowledge about life.

The programme for national protected area systems advocated here needs to include both firm governmental action and alliances with other stakeholders at all levels. National governments cannot delegate their role as guarantors of the conservation of a country's cultural and natural heritage, so the appropriate authorities need to build the capacity to fulfil their regulatory and management duties and responsibilities. However, civil society can share certain rights and responsibilities regarding the management of protected areas after careful preparations and an adequate definition of roles and responsibilities. Given the interests of NGOs, businesses, indigenous peoples, and local communities who live within or close to protected areas, alliances can be

created among stakeholders enabling each to play an appropriate role according to clear government policies and laws. Social and economic incentives can be used to reward landholders and private sector industries that contribute effectively to protected area management.

If governments and the general public recognise the many economic, social, cultural, ecological, developmental and political values of protected areas, if appropriate institutions are established to manage protected areas in close collaboration with other stakeholders, if sustainable economic benefits are enabled to flow to protected areas and their surrounding communities, and if information from both traditional knowledge and modern science can be mobilised to enable protected areas to adapt to changing conditions, then the protected areas of Asia can be the engines for new forms of rural development that ensure a better life for all.



# Day One: The Region

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## Cambodia, Lao PDR, Vietnam and Thailand

Professor Le Quy An  
IUCN Regional Councillor

### Presentation

Professor An gave a presentation on the sustainable development and conservation issues facing Cambodia, Lao PDR, Vietnam and Thailand. Focusing on general regional issues, the following summary was presented.

**Population Growth:** According to United Nations projections, by 2020 the world population will have increased by 2.2 billion, of which 1.2 billion will be in the Asia-Pacific region. The region will also become the world's most densely populated area with an average of 141 persons per square kilometre. Demographic trends will have wide ranging impacts on natural resources and the environment, as well as on societies (for example, on equity and the widening gap between the rich and poor). Growing demand for water, uneven distribution of ground water, surface water and rainfall will create water scarcity and stress.

**Urbanisation:** Although the region is still predominantly rural, it is experiencing rapid urban population growth and there is a high degree of domination by capital cities and a rapid increase in the growth of megacities. These trends will create serious environmental problems, including increasing pollution levels, poor sanitation, depletion of natural resources and destruction of fragile ecosystems.

**Pollution and Climate Change:** Pollution will increase with growing resource and energy consumption. Ozone depletion and climate change will have serious effects on human health. Climate change could increase the incidence of storms and serious droughts, produce prolonged periods of hotter weather and more severe wet seasons leading to destructive floods. Species and communities

are likely to be affected directly and indirectly by climatic change. For example, a one-metre rise in sea level would include a land loss of almost 6,000 square kilometres, and a population displacement of 7.1 million.

**Socio-economic Pressures:** A vicious cycle of poverty leading to environmental degradation exists. There is an increasing demand for jobs, economic growth and improvement of social services. There is also growing non-equity in sharing benefits from the use of genetic resources among countries and communities. There is conflict between an international policy of free trade and national policies of incorporating environmental costs in the prices of goods, especially in countries that are embarking on an export-led growth path.

**Political and Social Instability:** There are potential conflicts between: social groupings or between countries, in sharing resources and territorial conflicts. There is often a lack of political will among decision-makers in dealing with environmental problems.

**Financial and Economic Crisis:** Unemployment is exacerbating current environmental problems and diverting the attention of decision-makers and the public from conservation issues. There is a threat to biodiversity and ecosystems from development activities such as tourism. There are budgetary and fund mobilisation threats to national efforts in solving environmental problems.

This was followed by information on the basic economic and development indicators of Cambodia, Lao PDR, Thailand and Vietnam, noting the major differences between Thailand and the other three countries. For example, looking at external debt as a percentage of GNP in 1995, the figure for Thailand stood at 34.9% whereas Cambodia was 73.5%, Lao PDR 124.9% and Vietnam 130.2%. In terms of forest cover as a percentage of land area (and change in forest cover from 1990-95), in 1995 Thailand had 22.3% (-2.5%), Vietnam 28% (-1.4%), Lao PDR 53.9% (-1.2%) and Cambodia

55.7% (-1.6%). All of these countries are noted for their rich biodiversity. With respect to threats to biodiversity in these countries, the following points were made.

**Habitat Loss:** Forests are affected by deforestation, encroachment subsequent to logging, large-scale logging operations destroying traditional community-based harvest practices and construction of water reservoirs and hydroelectric dams. Wetlands have been reduced and degraded by changes in hydrological regimes, sedimentation as a result of human activities upstream, conversion to farmland, construction of roads, clearing for timber, charcoal and shrimp ponds and tourist resort development.

**Unsustainable Use of Biological Resources:** Forests are depleted by fuelwood harvest, timber wastage (in Lao PDR and Vietnam, 30-50% of wood volume), forest fires for weed/insect control, shifting cultivation and expansion of permanent agriculture, over-hunting for direct consumption and for supplying meat delicacies, for traditional medicine and illegal trade in forest resources. Wetlands and marine environments are damaged by destructive fishing methods, release of exotic species, and aquaculture, for example shrimp farming. This has led to genetic erosion—a loss or decrease in genetic diversity.

Some of the initiatives undertaken by the four countries to address biodiversity degradation include the following.

**Cambodia.** Decree No. 35 on Forest Management (and amendments), the establishment of protected areas, the National Day for Environment Hygiene (promulgated by Sub-decree 47 in 1995), and ratification of the Convention on Biological Diversity in 1995.

**Lao PDR.** Promulgation of Prime Minister's Decree 164 in 1993 to establish a protected areas system, ratification of the CBD in 1996, Forestry Law passed in 1996, and preparation of a Biodiversity Strategy and Action Plan in 1999.

**Thailand.** Establishment of the National Committee on Biological Diversity as the national governing body, preparation for the ratification of the CBD, a regulation on the access to biological resources drafted and submitted for approval, and national policies, plans and measures for conservation and sustainable utilisation of biodiversity.

**Vietnam.** National Action Plan on Biodiversity approved in 1995, launching of the National Reforestation Programme, expansion of protected areas, and the ratification of the biodiversity convention in 1994.

The presentation concluded with recommendations on IUCN's role in the four countries:

- | to continue to promote IUCN national programmes in Lao PDR and Vietnam, and develop a programme in Cambodia;
- | to promote IUCN regional programmes, especially on issues such as shared ecosystems, transborder reserves, migratory species, marine fisheries, dumping of wastes, pollution, acid rain and so on;
- | to link IUCN's Commission activities with national programmes; and
- | to assist countries in building national capacity, especially in strengthening knowledge, expertise and awareness. For Cambodia, Lao PDR and Vietnam there is difficulty with the English language, and therefore, a need for translation and dissemination of IUCN documents in local languages.

In general, the Union should implement its regionalisation policy, broaden its partnerships, link conservation and the economy more closely and integrate policy and strategy with action.

## Discussion

There was a question from the floor on the impact of issues relating to unemployment on conservation. David McDowell cited the example of the Conservation Corps in New Zealand as one method of making positive links between conservation and employment.

S.K. Mukherjee, from the Wildlife Institute of India, asked what could be done about political decisions that negatively affect conservation. Mr. McDowell remarked that IUCN has been politically naive for too long, and that this has been a fundamental shortcoming during the first 50 years of its history. The reality is that conservation decisions are usually made in the Ministries of Finance and Planning and IUCN needs to become more politically astute and to work with this reality. One way to do this is from the 'bottom-up': to influence processes and decisions, without ignoring conservation objectives. Ms. Domoto added that we need to evaluate all activities, whatever their origins, from the environmental perspective.

## Indonesia, Singapore, Malaysia, Philippines and Brunei

Mr. Antonio Claparols  
IUCN Regional Councillor

### Presentation

Mr. Claparols observed that Asia is home to one of the world's most diverse environments, with unequalled tropical forests and biodiversity. Unlike Europe and the United States, whose original old growth forests have been logged, Asia still maintains old growth tropical virgin forests rich in biodiversity. Asia's oceans represent very diverse marine ecosystems and "our coral reefs are said to contain more species than the Great Barrier Reef in Australia". Yet the destruction of the environment is increasing, with forests continuing to be felled, rivers and seas being used as dumping grounds for sewage and toxic waste, coral reefs being destroyed by dynamite or blast fishing, *moro-ani* kayaka trawling and other antiquated methods.

Only recently the region experienced the havoc of tropical storms brought about by El Niño and more recently La Niña. As human abuse of the environment is forcing change in nature—climate change, extreme weather patterns—it is being accompanied by a loss in species and habitats, and a rise in poverty and disease. We must unite in our efforts to conserve our environment and biodiversity. Western countries and multinational companies have been sending teams to both bioprospect our forest biodiversity and to exploit our indigenous people. This must be stopped or we will be blamed by our children and theirs for allowing the destruction of our environment.

In the 16th century, when Spain colonised the Philippines, about 90% or 27 million hectares of land was under forest cover. When the Americans arrived on the scene in the early part of the 20th century, about 70% or 21 million hectares remained. Today, less than 4% or under one million hectares of tropical virgin forest remain. If this trend continues, the sustainability of livelihoods will be threatened. This situation is true for most of the countries in the region.

Of the more than 1,000 species of wildlife found in the Philippines, around 60% are endemic and

nearly 20% are classified as threatened. Of 13,500 species of plants, half are endemic. The same is the case with marine diversity. Only 5% of coral reefs remain in excellent condition, 30-50% of seagrass beds have been lost and 80% of the mangrove forests are gone. The Protected Areas and Wildlife Bureau has found that the rate of biodiversity loss has been rapid, with data on forest cover testimony to this. Currently, 18 sites have been planned as centres of plant biodiversity; and 290 sites covering 3.8 million hectares classified as protected areas and national parks.

Events related to weather and climate have affected most southeast Asian countries, with few being spared. El Niño, the drought and forest fires have irreparably damaged much of Indonesia's peat forest as well as Malaysia's. Because of difficulties in obtaining information on Indonesia, Singapore, Malaysia and Brunei, the presentation on these countries was limited. But what is needed is better communication between countries in order to find solutions to one another's problems.

In conclusion, there is an irony in that the Union is celebrating its 50th anniversary in a period when the world is experiencing its worst environmental and economic crisis. This must encourage us not to lose hope but to strengthen our resolve to protect and conserve our planet.

### Discussion

Mr. Effendy Sumardja, Regional Vice-chair WCPA-SEA, questioned the relationship between regionalisation and regional councillors, with reference to the nomination of speakers for the session. He also noted the increasing role of ASEAN in dealing with regional environmental issues, referring to the working group on biodiversity and on haze issue. He asked how IUCN was fitting into this regional structure and debate, and what support it was providing. On the first question, Ms. Kabraji answered that selection for the presentations was arbitrary and not related to the IUCN Statutes as such. On the second, IUCN is now moving towards consolidation in the region and looking towards linking with other countries; it has also started to work with ASEAN, for example, on the ASEAN Agreement on Environment.

## South Asia

Mr. Kartikeya Sarabhai  
Regional Chair,  
Commission on Education and Communication

### Presentation

Mr. Sarabhai observed that there has been a shift from 'conservation cultures' by local people in South Asia to 'conservation projects' supported by external agencies. There is a need to redefine local solutions to problems. For example, establishing or utilising protected areas is not the only strategy that should be used—we must not fall into the trap of looking for one solution alone. IUCN needs to look for different approaches, not ready made packages. In the case of protected areas, an open approach is required with regards to form and management.

It was suggested that IUCN should act as an "internet for conservation". The current documentation process in IUCN is very Secretariat oriented, and it needs to be made more available to members and the public. The regional programme document too does not have much information on the Commissions and members.

### Discussion

Pisit Na Pathalung, Wildlife Fund Thailand, stated that on the issue of participation it is the people who demand a role in conservation, but the government is not as participating. He observed that politicians do not stay in government long enough to learn anything. They have access to a lot of information but not enough to facts. He also stated that IUCN needs to take a stand on critical issues, for example, on dams.

Mr. McDowell noted that on the question of 'taking a stand', IUCN comprised 964 members and it is very difficult to reach a consensus on an issue in order to take a stand. However, IUCN does take a stand on critical issues and the Red Data Books should be seen as an example of this. The Red Books influence conservation policy around the world. Another example has been IUCN's position on the sustainable use of wildlife and, as an example, its role in the international whaling debate. With respect to dams, IUCN's position depends on the merits of each case. The example of the proposed Nam Theun 2 hydropower dam in Lao PDR

was used. In this case, the country is in urgent need of income to support development. Alternative forms of income generation are limited to the more destructive forms of natural resource exploitation, such as large-scale logging. Balanced against the impacts of dam construction are the high biodiversity values of the catchment area, which is one of the most important conservation sites in the world. There is an acceptable trade-off: logging versus dam construction, catchment protection and biodiversity conservation. Mr. McDowell also referred to the Large Dams Workshop that was held in collaboration with the World Bank in April 1997. It was a remarkable meeting in terms of the commitment of the 41 participants from industry, NGOs, and multilaterals. It concluded with an agreement on the need for social, economic and environmental integration on the dam issue. Subsequently, IUCN recommended the establishment of the World Commission on Dams. The World Bank agreed and US\$ 6.8 million has been raised in support of its activities. The Commission will report to the IUCN Director General and to the World Bank on its findings and recommendations in July 2000. It has become clear that the dam industry wants a consensus on dam development.

## Perspectives on East and West Asia Relationships

Ms. Khawar Mumtaz  
Regional Councillor, West Asia

Ms. Mumtaz thanked the organisers for giving herself and her colleagues from the Pakistan National Committee of IUCN the opportunity to participate in the South and Southeast Asia Conservation Forum in Kota Kinabalu.

Pakistan is a member of the West Asia region under the IUCN Statutes while physically/geographically it is located in South Asia. As Ms. Kabraji rightly pointed out, Pakistan is on the cusp between West Asia and East Asia and has common concerns both with the areas to its west as well as to its east. The Statutes do not restrict each of the statutory regions to activities in its region alone. This is quite evident from the fact that for administrative purposes Pakistan is part of the South and Southeast Asia region. Similarly, for programming the IUCN regional boundaries are not sacrosanct, which explains her presence and that of her colleagues at the meeting.

She took the opportunity to share with everyone the experience of the ongoing process in West Asia, towards building a coherent regional identity.

West Asia is not as vast as East Asia in terms of land, people or biodiversity. However, it probably equals South and Southeast Asia in size. It has 52 members, 24 of whom belong to Pakistan. It consists of 14 countries of which only 10 are IUCN members. In other words, IUCN coverage of the region is not yet complete. Among the current membership, there is an unevenness in terms of conservation perspectives and practice. Some countries have developed national strategies and plans, others only scattered projects; some use broad sustainable development approaches, others conventional conservation ones. The linkages between environment and development are not necessarily recognised by all. There is also a great deal of disparity in expertise, institutional development and implementation mechanisms.

In many ways, the South and Southeast Asia region is in a relatively advantageous position. There are more countries here with country offices and the region has a Regional Director and a Regional Directorate. This is an extremely critical factor. Secretariat support structures accelerate the process of membership development, planning and programming, cross-fertilisation of ideas and experiences, and a genuine effort towards decentralisation. The West Asia region does not have either country offices (except in Pakistan) or a regional office.

Given this situation, the steps towards creating common understanding and direction have not been easy. The new Statutes, by providing intermediary structures of governance in the form of National and Regional Committees, have certainly awakened the need for accelerating this process. The increase in membership over the last few years and the reaching of a critical mass in numbers has been an important factor in moving the region forward. The efforts of the West Asia programme coordinator at IUCN Headquarters have been commendable in this regard.

The West Asia region in the previous triennium initiated the concerted push towards creating an identity for itself and towards common understanding and direction. The process of interaction between countries and members within the West

Asia region has not been easy. Indeed, it has been slow and somewhat painful.

The efforts, however, have not been wasted. The last West Asia Regional Forum in October 1998 in Riyadh was extremely productive in forging a consensus on a number of matters:

- | A 10-member regional Committee was formed, comprising a representative of each of the countries with IUCN membership. A Chair was elected and a five-member Executive Committee formed including the Chair, three members and one Councillor. The rules of business are being drawn up and it is hoped that these would be ready in time to apply for Council recognition in 1999.
  - | A fairly exhaustive and candid SWOT (strengths, weakness, opportunities, threats) analysis was collectively carried out that helped identify opportunities and trends.
  - | Sixteen issues ranging from habitat degradation to pollution legislation, institutional shortcomings to the issue of environment and security, the lack of community participation and the loss of indigenous natural resource management systems were identified.
  - | A five-year visioning exercise was attempted with reference to IUCN's mission which came up with six critical elements:
    - participation (co-management/education-training/indigenous systems);
    - mechanisms (legislative, institutional structures, international conventions);
    - biological diversity;
    - threats (habitat degradation);
    - environment security (wars, landmines, refugees, toxic wastes, food security); and
    - financing.
  - | Finally, a programming exercise for the next programme cycle was carried out.
  - | It was agreed that the region naturally falls into three sub-regions:
    - the Northern Arabian Peninsula;
    - the Gulf Region; and
    - the mid West Asian region (Pakistan, Iran and Afghanistan).
- This is an important consensus, as it will be helpful to ensure fair representation in the Council in the future.
- | It was agreed that, to move towards a more cohesive region, there is a need to be involved in some programmes together. Three cross-country programme ideas were explored and identified:

- Biodiversity Conservation Information Systems (BCIS)—to be initially implemented where there is existing capacity;
  - setting up Environment Law Training Centres with the IUCN Commission of Environmental Law patterned on the Singapore Law Centre; and
  - a communication network connecting the countries and focusing on sharing of information specifically on the above two subjects.
- i The BCIS project concept paper is ready; the others will be developed during 1999. Financing of programmes was high on the agenda and various mechanisms are under scrutiny.

This has been an evolutionary process with a number of difficulties. For example, the majority of the members speak one language (Arabic), while the three mid-Westerns (Pakistan, Iran and Afghanistan) do not. Furthermore, Iran and Afghanistan have an insignificant presence within IUCN.

This should provide an insight into the rather complex and painstaking journey towards consolidating within a region while respecting its diversities. If the Union is to achieve its objective of being truly membership driven, to make an effective contribution to policy and governance, and to decentralise, the consolidation of a region is imperative.

Pakistan, sitting as it does on the cusp of West Asia and South and Southeast Asia, can be the link between the two regions, sharing experiences and strategies and identifying possible obstacles. In addition, the experience of West Asia has demonstrated the viability of successful programming with other regions, for example, North Africa and Central Asia. The Pakistan membership, in particular, is very keen to forge in a similar manner programme linkages with S&SE Asia—a region in which it has longstanding historical, social and environmental linkages. It looks at the Forum in Kota Kinabalu as a significant step towards creating a programmatic relationship.

# Day Two: The Donors

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## Asian Development Bank

Dr. Joseph A. Weinstock  
Senior Sector Specialist – Sustainable Development,  
Office of Environment and Social Development

Dr. Weinstock gave a summary of ADB's position on and role in sustainable development and environmental management. Sustainable development, using the Brundtland Commission definition, was at the forefront of the Bank's operations.

In 1993, ADB undertook a review of its environmental and social programme vis-à-vis Agenda 21 and outlined a strategic framework for its environmental activities. The Bank is committed to sustainable development, poverty reduction, preventing deforestation and effective environmental management.

The geographic scope of ADB ranges from Pakistan and the Maldives to Malaysia and the Pacific. It includes every ecosystem as well as all sectors, with the exception of the refugee problem and radioactive waste.

The ADB implements its approach to sustainable development through loans, the Asian Development Fund, various grant and technical assistance projects (which are connected to loans) and Regional Environmental Technical Assistance (RETAs) focusing on issues such as watershed management and poverty reduction. Various examples were given, among them the stabilisation of shifting cultivation in Lao PDR and a number of activities in the Sunderbans in South Asia including upstream development, a sustainable development project, forest management, and poverty reduction. With respect to RETAs, certain important cross-border projects were mentioned, for example, Economic Policies for Sustainable Development, and implementing the Brundtland Commission recommendations. A loan was also given to ASEAN to assist in dealing with issues of haze, fire and pollution management.

## The Royal Netherlands Government

Mr. Wijnand Van Ijssel  
First Secretary,  
Royal Netherlands Embassy, Hanoi

There has been a change in government in the Netherlands, and though the same policies will continue to be followed in their development assistance programme, there may be some change in priorities. For example, support to middle income countries may be reduced. DGIS has reorganised since 1997 and devolved responsibilities to individual embassies. The embassies submit their aid requests to the Hague for approval. Once they have been approved, funds can be directly provided by the embassies. This allows for more localised programme development. However, the funding must remain compatible with DGIS policy and fall within the following areas: environment, forest and biodiversity conservation. The Government is aiming for aid to conservation (targeting tropical forest conservation) to equal 1.1% of GNP. The Embassy in Bangkok is responsible for Thailand, Lao PDR and Cambodia, and the Embassy in Hanoi for Vietnam and the Philippines. In conclusion, it was stated that IUCN could play an important role in identifying key concerns in the region, and uniting different stakeholders. IUCN could act as a platform for the discussion of regional and sub-regional conservation issues.

## Government of Switzerland

Mr. Philippe Zahner  
Swiss Agency for Development and Cooperation

Switzerland is a country of only 6.5 million people and its development assistance funding through the Swiss Agency for Development and Cooperation is small. In Asia, SDC concentrates its activities in Pakistan, India, Bangladesh, Nepal, Bhutan, Vietnam and in supporting the Mekong

River Commission Framework Agreement. Funding for the environment depends on the needs of each country and most funding does not just focus on the environment. SDC also implements global grant funds in some areas, including biodiversity conservation. For example, SDC provides core funding for IUCN and supports IUCN's Biodiversity Programme. SDC also has a close relationship in some specific countries with IUCN, for example, in Pakistan and Nepal where it has been providing funding to the country programmes.

It was stated that a primary policy of SDC was to work towards better access to resources by rural people and equitable use of natural resources. In this regard, the agency is concerned about issues such as land tenure, benefit sharing, agrobiodiversity and promoting biodiversity outside of parks, and the development of an enabling policy framework (in which they have had good support from IUCN).

## **The World Bank**

Ms. Jean Aden  
East Asia Environment Unit

Ms. Jean Aden noted that her responsibility in the World Bank East Asia Environment Unit relates to industrial pollution and capacity building, and not to biodiversity and natural resource management issues. Also, since the East Asia operations have been split off from South Asia, the focus would be on the former region.

With respect to World Bank policies on biodiversity and natural resource management, it was stated that there are four main operational directives: natural habitats, forestry, pest management and environmental assessment. Information on these are available at the World Bank website. The World Bank lends in all major sectors (rural development, urban development, energy, transport, health and education) in countries with a per capita income of less than US\$5,000 per annum. Of a total of about 8,000 personnel, about 300 are full-time environmental staff; less than 100 are part of the 'Biodiversity Community of Practice'.

World Bank priorities evolved from a 'do no harm' approach in the late 1980s, to the use of GEF funds as a tool for promoting biodiversity conservation more proactively in the early 1990s.

Recently, they have focused on mainstreaming environmental and biodiversity concerns into all aspects of lending and non-lending programmes. In 1995, the Bank initiated the Global Overlays Programme and developed a conceptual framework and tool kit for, initially, mainstreaming biodiversity into agricultural development, as well as into Country Assistance Strategies. Examples of these include the Indonesian Coral Reefs Rehabilitation, Management and Development Programme, forest conservation in China (that resulted in cessation of logging in the corridor between giant panda populations in two reserves) and forest management projects in Lao PDR and Vietnam. In addition to being engaged in country lending programmes, World Bank environmental staff have created a Biodiversity Knowledge Node on the World Bank website where recent papers and projects related to biodiversity are available on the internet. The Bank publishes six to eight major publications on biodiversity every year.

The prospects for partnerships between IUCN and the World Bank were also discussed. There are opportunities, but the constraints need to be made clear. The Bank is a lender and not a provider of grants—except through the GEF mechanism—and its main clients are, and will remain, governments. Increasingly, the Bank is working with NGOs (for example, WWF and local NGOs) to help design, monitor and even implement programmes, but this remains within the framework of lending programmes. Two trends are affecting the issue of partnerships. Firstly, under the leadership of Mr. James Wolfensohn over the last three to five years, the Bank has become more open to partnerships (for example, the forestry alliance with WWF). Secondly, like IUCN, the Bank is decentralising. Since 1997, Country Directors who are responsible for making decisions regarding country programmes are located in the field in the Bank's five largest programmes—China, Vietnam, Philippines, Indonesia, and Thailand). Senior biodiversity experts, however, remain in Washington and travel to the field frequently. There is an opportunity to establish working relationships with these experts, and persuade Country Directors to increase the mainstreaming of biodiversity conservation in country programmes. If goals for the expansion of terrestrial and marine protected areas and forest cover are to be achieved, then the Bank will need partners such as IUCN, since the Bank cannot achieve this task on its own.

## United Nations Educational, Scientific and Cultural Organisation

Mr. Hans D. Thulstrup  
UNESCO Office, Bangkok

UNESCO in Jakarta and Bangkok has a primarily Southeast Asia focus with an emphasis on the Man and the Biosphere and World Heritage programmes, to which IUCN has been providing technical and monitoring and evaluation support. UNESCO itself can only provide small-scale funds for activities; for longer projects it relies on other donors and multilaterals. The region is large and the budget is small, and priorities have to be established—taking into account the views of member states and the availability of funding.

UNESCO believes that the best approach to ensuring the long-term sustainability of protected areas and natural heritage is to involve local communities and develop economic incentives for conservation. The MAB programme, which started in the mid-1970s is based on an international network of protected areas. There are now 352 MAB reserves in 87 countries. The main purpose of these reserves is the management of conservation areas with the support of local communities and the facilitation of research. However, many still lack implementation mechanisms. Among the Mekong countries, there is a MAB reserve in Vietnam but UNESCO is still looking for sites to include in the programme in Cambodia and Lao PDR. Other partners involved in the MAB programme include Conservation International and WWF. There is a coastal and marine protected areas focus, especially on mangroves in Vietnam, Indonesia and the Philippines. UNESCO provides international networking support, small-scale research projects and research and travel grants. There is a very active MAB reserve network in East Asia.

With respect to the World Heritage Convention, the regional UNESCO offices assist the World Heritage Centre in Paris and member countries in surveying and preparing nominations—for example, the Lorenz National Park in Irian Jaya. In conclusion it was noted that despite budgetary constraints and cycles, there is some flexibility in providing assistance. For example, assistance has been provided to CIFOR and ICRAF in response to the recent regional forest fires issue, specifically to promote awareness in the region and to develop

research proposals. In Jakarta, UNESCO has been assisting in developing a response to the implications of the financial crisis in Indonesia.

## United Nations Development Programme

Mr. Neil Buhne

The United Nations Development Programme has a global network of 136 country offices. The network is highly decentralised and most of UNDP's expenditure of US\$ 2.5 billion is through its country programmes. Sustainable human development is the main focus of its programmes, specifically on poverty, environment, sustainable livelihoods and gender. UNDP took its role in environment following the 1992 Earth Summit in Rio de Janeiro. Application of the environment programme varies from country to country—it is country-specific. However, the basic approach is to help developing countries to increase their capacities to:

- | manage environment and natural resources to reduce poverty, and adopt sustainable approaches to development;
- | integrate environment and economic policy and planning;
- | develop and implement environmental projects to protect the atmosphere and manage natural resources;
- | provide an enabling environment, for example, legislation awareness; and
- | implement conventions and global agreements;
- | adopt sustainable approaches to energy;
- | use environmentally sound technologies in their development process; and
- | ensure stakeholder participation in environmental decision-making.

In terms of the relationship between UNDP and IUCN, UNDP is a partner and sometimes a funder at the regional and country levels. Mr. Buhne mentioned the Sustainable Development Networking Programme in Pakistan and various National Conservation Strategies where collaboration has occurred.

As for UNDP's role in GEF, it was stated that it focuses on technical assistance and capacity building. The main thematic interests are biodiversity, water and energy. The GEF process is not easy and countries can benefit from the assistance of UNDP and IUCN; UNDP could be helped by IUCN in

ensuring that the GEF process works. Co-financing is increasingly important in the process of GEF funding, but it is also becoming more difficult.

On the issue of UNDP/IUCN partnerships, it was noted that there are challenges in working together. The UNDP mandate is more developmental and is closely tied to government requirements; therefore governments need to support an operational IUCN/UNDP partnership in each country. Although the UNDP overall budget is large, it has to be spread thinly, and UNDP offices also experience organisational overloads with the range of tasks that they perform. However, there are opportunities for partnership. There are now new rules for NGO execution of UNDP projects that will make it easy for NGOs to collaborate and to directly execute projects—previously NGOs had to be sub-contracted. The UNDP/IUCN agreements that are in place have facilitated cooperation between the two organisations.

In conclusion, sustainable development issues need to be kept at the top of the agenda during the current economic and political crisis. Although these issues can be said to be partly the cause of the problems, they also need to be part of the solution.

## **Government of the United States of America**

Mr. James Coles  
US Environmental Hub, Nepal

Mr. Coles explained the rationale of the US Government's establishment of a network of Environmental Hubs in Asia. There is a lack of understanding of key environmental issues operating at the regional level, and the Government had established regional offices to assess transboundary environmental concerns. The process had initially been driven by NAFTA—the North American Free Trade Agreement. In Asia there are three hubs, one in Bangkok responsible for East and Southeast Asia and Australia, in Nepal for South Asia and in Tashkent for Central Asia. The objective of the hubs was to promote the concept of cross-border cooperation. Assessments are to be made of various issues and reported to Washington. These issues cover science and technology, environmental law, habitat protection, pollution and water.

## **Discussion**

Ambika Adhikari, IUCN Representative in Nepal, stated that IUCN in Nepal already has a good relationship with UNDP and SDC. IUCN is regionally active and has a strong infrastructure. It therefore possesses a good basis for transboundary collaboration. IUCN is working on sustainable utilisation issues and this fits well with the development objectives of many donors. He felt that there is room for more comprehensive collaboration with partners and donors. In conclusion, donors were thanked for their ongoing support to IUCN activities.

Meena Raghunathan, Centre for Environment Education in India, asked the panel if there is scope for funding IUCN Commission activities, for example, the Commission on Education and Communications, that transcend regional boundaries. She also asked how such support could be provided in countries where there is no IUCN office. Dr Weinstock responded that ADB includes funding for educational activities in its programme. However, the ADB and World Bank are not funding, that is, donor agencies and do not accept project proposals, except through the ADB country members. However, NGOs are sometimes invited to participate in various activities and projects, especially in regional projects.

Antonio Claparols, IUCN Councillor, noted that he had received a more adequate response to a letter sent directly to the World Bank headquarters in Washington than he had from the Bank office in Manila. Ms. Jean Aden, from the Bank, responded that communications will improve with the new regionalisation process. Mr. Claparols also stated that considering the changes to the environment in the past 50 years, there needs to be a change in JICA policies, as they do not consider environmental concerns.

Professor Koh Kheng Lian, Asia-Pacific Centre for Environmental Law and the Singapore/IUCN Environmental Law Commission, noted that the ADB had funded capacity building on an IUCN-UNEP-APCEL project for training environmental lawyers. It was very encouraging that the ADB had not only supported this initiative but also assisted in obtaining other donor funds for follow-up activities. Professor Koh then questioned to what extent donors coordinate their activities in particular countries. Additionally, when consultants are used for projects there is often no 'after

sales service'. Moreover, the advice given is often impractical as it assumes levels of sophistication and support that are absent in many countries—for example in relation to implementation of laws after they have been drafted. Dr. Weinstock responded that the ADB does have funds for small grants. In terms of coordination, ADB annual country missions should consult other donors to ensure that there is no overlap. However, he acknowledged that overlap may occur. Mr. Buhne advised that the UN has a Resident Coordinator in different countries, but it is the responsibility of national governments to avoid duplication. He recognised that coordination is a major issue but acknowledged that donors have budgets to disburse and this can create difficulties. On the issue of 'bad advice', Mr. Buhne said that donors and organisations such as IUCN can provide balanced 'national' views to ensure that any advice is grounded in national realities to support commission activities. Mr. Buhne suggested that the GEF small grants programme could be used. Ms. Aden stated that the World Bank deals with this problem of internal coordination through its Country Assessment Strategies.

## Summary of the Panel Discussion

Mr. Egbert Pelinck,  
Chairperson of the Panel and  
International Centre for  
Integrated Mountain Development

Egbert Pelinck thanked panel members for explaining their policies and practices. He then concluded with the following points:

- | it was evident in the presentations that there is congruence in the aims of IUCN, its members and donors, for example, on biodiversity conservation and equity in sharing of resources. In

fact, 'partner' may be a more appropriate description than 'donor';

- | as donors have as their audience development planners and practitioners, they can play an advocacy role;
- | issues that were raised in the presentations and discussion included operating in common frameworks, for example, through international conventions (CITES, Ramsar) that are of direct relevance to IUCN and donors;
- | an emphasis on the needs of the countries;
- | an appreciation of the scientific knowledge within IUCN;
- | a concentration on sectors and countries, for example, on capacity building and institutional strengthening;
- | the short term nature of most donor support—donors rarely fund a second extension of a project, so there is need to consider how to fund recurring conservation projects and to ensure their sustainability; and
- | in terms of evident trends, no donor said that they would reduce support for conservation, and there is an overall move towards decentralisation of responsibility to local offices.

The implications of the session for IUCN were that the working groups and Commissions needed to consider how to better 'sell' the Union. We need to consider how to present the strengths of the Commissions and the Programme more effectively—not only at the highest levels (in terms of global advocacy) but also in support of local level institutions. It was also noted that the issue of gender had hardly been mentioned so far in discussions, even though it is very important, for example, the role of women in agriculture.

In conclusion, the meeting was reminded that 2002 would be designated the International Year of the Mountains and IUCN needs to pay some attention to this event.



# Day Two: Regional Presentations

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## Association of Southeast Asian Nations

Mr. Apichai Sunchindah  
ASEAN Secretariat

The organisational structure for ASEAN co-operation on the environment consists of the ASEAN Senior Officials on Environment and its subsidiary bodies, the ASEAN Ministerial Meeting on the Environment and the ASEAN Secretariat.

### ASEAN Senior Officials on the Environment

ASEAN cooperation on the environment started in 1977 with the establishment of the ASEAN Expert Group on the Environment, under the ASEAN Committee on Science and Technology. AEGE was elevated in 1989 to become the ASEAN Senior Officials on the Environment or ASOEN.

ASOEN meets once a year to consider the reports of its six Working Groups, which also meet annually, and provide operational policy guidance on the various environmental programmes being pursued. To date, ASOEN has met eight times; the last meeting was held in Cebu, the Philippines, in September 1997 and the next meeting is scheduled for September 1998 in Singapore. As of April 1998, ASOEN has 35 projects of which 10 are ongoing and 25 are pending or in various stages of development.

The cooperative programmes and projects of ASOEN are guided by the ASEAN Strategic Plan of Action on the Environment and are carried out through the Working Groups on:

- | seas and marine environment;
- | environmental economics;
- | nature conservation;
- | environmental management;
- | transboundary pollution; and
- | environmental information, public awareness education.

In addition to the above-mentioned Working Groups, a Haze Technical Task Force was also set up in 1995 to put into operation the measures recommended in the ASEAN Cooperation Plan on Transboundary Pollution relating to atmospheric pollution. The Haze Task Force is chaired by Indonesia and originally comprised concerned senior officials from Brunei, Darussalam, Indonesia, Malaysia and Singapore. The Task Force has met 10 times and at the third meeting, all remaining ASEAN Member Countries and the ASEAN Secretariat were invited to attend.

### ASEAN Ministerial Meeting on the Environment

To promote ASEAN cooperation and ensure that the decisions of the Heads of Government relating to the environment are carried out, the ASEAN Ministers for the Environment have met regularly at least once every three years since 1981. So far, the Ministers have met seven times. The most recent ASEAN Ministerial Meeting on the Environment (AMME) was held in September 1997 in Jakarta while the next AMME is scheduled for Malaysia in 2000.

In between the normal three-year intervals of the formal AMME, informal meetings of the Environment Ministers have been held almost every year since 1994. The next informal AMME is expected to be held in Vietnam in mid-November 1998. In addition, the first ASEAN Ministerial Meeting on Haze (AMMH) was convened in Singapore in December 1997, to address the problem of haze in the region, a problem basically caused by land and forest fires. The AMMH has met five times with the most recent meeting held in July 1998 in Kuala Lumpur.

### The ASEAN Secretariat

Issues pertaining to environment cooperation in ASEAN fall under the purview of the Environment Unit of the Functional Cooperation Bureau. The

ASEAN Secretariat normally services the aforementioned meetings as resource person and rapporteurs as well as assists the above-stated bodies by providing substantive inputs in the planning, coordination, implementation and monitoring of the various cooperative projects on environment undertaken by them.

## **Recent ASEAN Accomplishments and Initiatives in the Field of Environment**

### **Regional Haze Action Plan and ADB Initiative**

A major outcome of the ASEAN Ministerial Meeting on Haze held in Singapore in December 1997 was the adoption of the Regional Haze Action Plan which sets out concrete and cooperative programmes to address the smoke haze problem arising from land and forest fire. The Action Plan calls for specific measures to:

- | prevent land and forest fires through better management policies and enforcement, and intensified public education programmes;
- | establish operational mechanisms to monitor land and forest fires; and
- | strengthen regional land and forest fire fighting capability.

In this connection, the Asian Development Bank has approached ASOEN, via the ASEAN Secretariat, to fund a Regional Environmental Technical Assistance project on Strengthening ASEAN's Capacity to Mitigate Transboundary Atmospheric Pollution. The US\$ 1.2 million proposal was endorsed by the Haze Technical Task Force and the ASEAN Environment Ministers and aims to strengthen the capacity of ASEAN to implement and monitor the Regional Haze Action Plan in order to prevent and mitigate transboundary smoke and haze pollution. A project management unit, staffed by a team of experts, has been established at the ASEAN Secretariat to coordinate and implement the required tasks and activities of the RETA.

Since the commencement of the RETA in April 1998, the project has assisted ASEAN member countries in developing Detailed Implementation Plans (DIPs) of their respective National Haze Action Plans, as well as the DIPs for the two sub-regional Fire Fighting Arrangements for Borneo and Sumatra which have been established. The RETA

has also produced a DIP for the Regional Haze Action Plan and played an instrumental role in developing partnerships, mobilising funding and technical assistance from several funding sources in support of the implementation of the Action Plan. In this regard, as of August 1998, the ADB, the United Nations Environment Program, the Australian Government and the US Government have made financial contributions, while several other organisations have indicated interest and are in the process of considering providing support to the Plan.

### **The First ASEAN State of the Environment Report**

The First ASEAN State of the Environment Report (SoER) was published in 1997. The report was prepared under the auspices of the ASEAN Secretariat with funding support from the United Nations Environment Programme.

All 10 chapters of the SoER contain extensive discussion on the nature and intensity of the major environmental concerns and pressures faced by ASEAN today. The report covers a wide range of topics pertaining to natural resources management and environment protection in the ASEAN region as well as ASEAN's initiatives and future challenges in its pursuit of sustainable development. It also stands as a record of what ASEAN nations have achieved so far in protecting the environment. It constitutes what is hoped to be the first in a series of periodic reports on the state of the environment in ASEAN.

The SoER was inaugurated during the 7th AMME Meeting held in Jakarta in September 1997.

### **ASEAN-UNDP/ASP5 Regional Training Seminars on Trade and Environment**

In response to the decision of the 7th ASOEN Meeting in 1996 to have more training-related activities on issues pertaining to trade and environment, the ASEAN Secretariat, in consultation with ASOEN and its relevant working groups, and with funding support from UNDP/ASP-5 Sub-programme on Trade and Environment, has conducted four regional training seminars as follows:

- | ISO 14000, Eco-labelling and Life-Cycle Analysis, Singapore, August 12-13, 1997. The seminar was co-hosted by the Ministry of the Environment, Singapore and supported by the ASEAN Working Group on Environmental Management.

- 1 The Development of a Legally Binding Instrument for the Application of the Prior-Informed Consent (PIC) Procedure on Chemicals and Pesticides, Bangkok, Thailand, August 18-19, 1997. The Pollution Control Department of Thailand was the co-host for this activity.
- 1 Polluter Pays Principle (PPP), Manila, Philippines, August 21-22, 1997. The seminar was co-hosted by the Environmental Management Bureau of the Department of Environment and Natural Resources of the Philippines.
- 1 Toxic and Hazardous Wastes Management, Jakarta, August 26-27, 1997. The State Ministry of Environment of Indonesia was the co-host for this seminar.

The training seminars were attended by key government officials from environmental or related agencies as well as representatives from the private sector of ASEAN member countries. The seminars were expected to deepen the knowledge of the participants on the specific issues pertaining to trade and environment identified above and enable ASEAN member countries to more effectively address such issues in the future. The proceedings of the seminars will be published in September 1998.

The ASEAN Secretariat, with funding support from UNDP/ASP-5 Sub-programme on Trade and Environment, is in the process of editing the reports of the training seminars for publication. The contents of the reports will cover the issues presented by respective resource persons, country reports, views and concerns of participants as well as recommendations for appropriate follow-up action.

### **ASOEN Flagship Projects ASEAN Environment Year 2000**

1995 was designated as the first ASEAN Environment Year (AEY). Numerous activities and programmes were undertaken by member countries during AEY 1995. As a result of its success, a concept proposal for future AEYs was submitted and consequently endorsed by ASOEN, AMME and ASC to be a flagship project of ASOEN.

The AEY 2000 will comprise activities that will highlight ASEAN's environmental challenges and opportunities revolving around the theme 'Our Heritage, Our Future'. The theme reflects ASEAN's commitment to comply with the recommendations of the United Nations Conference on Environment and Development, particularly Agenda 21. It also

aims to inculcate a sense of ownership of the environment among the people of ASEAN countries and emphasise that their future well-being lies in their own hands.

### **ASEAN Environment Awards**

ASOEN, AMME and ASC have endorsed the ASEAN Environment Award as an ASOEN flagship project. The objective of the Awards is to give recognition to ASEAN individuals and organizations for their sustained and inspiring efforts and outstanding contributions to the protection and betterment of the environment, either nationally and/or regionally. The awards will be given to seven recipients under the individual and organization categories.

### **ASEAN Regional Centre for Biodiversity Conservation**

ASOEN, AMME and ASC have all noted with satisfaction the establishment of the ASEAN Regional Centre for Biodiversity Conservation (ARCBC) as an ASOEN flagship project funded with a ECU 8.5 million grant from the European Union. The ARCBC aims to develop a network of institutional links among ASEAN Member Countries and between the ASEAN and the European Union partner organisations to promote biodiversity conservation and sustainable use of the region's natural resources through improved conservation and co-ordination among the ASEAN Governments. The main centre of the ARCBC will be based in Los Banos, the Philippines, with links to the National Biodiversity Reference Units in each of the participating countries.

### **ASEAN Harmonized Environmental Quality Standards and Long-term Environmental Goals**

In April 1994, the 6th AMME adopted the ASEAN Harmonized Environmental Quality Standards for Ambient Air and River Water Qualities. The 7th AMME, held in September 1997, endorsed the Framework to Achieve Long-term Environmental Goals for Ambient Air and River Water Quality for ASEAN Countries. The Framework outlines ASEAN's initiatives to reach these environmental standards by the year 2010, which includes identification of sources of pollution, formulation of strategies, and development and implementation of comprehensive programmes to control air and water pollution.

## Bureau for the Convention on Wetlands

Ms. Rebecca D'Cruz  
Regional Coordinator for Asia

The Ramsar Convention, as it is commonly known, is generally regarded as the first of the modern inter-governmental agreements on the environment. When adopted in 1971, it incorporated two concepts that have since been widely accepted in other conventions and legal instruments. These are the 'wise use' principle, which has been interpreted by member governments as being synonymous with 'sustainable use', and the listing of important sites (in Ramsar's case the List of Wetlands of International Importance). In the early years the main emphasis was placed on designation of sites for the Ramsar List. As of September 1998, the 112 Contracting Parties have designated 934 sites, covering a total area of almost 70 million hectares, representing some 10% of the world's wetlands. Recently, increasing attention has been paid to the wise use concept and to the development and implementation of National Wetland Policies, or to the inclusion of wetland concerns in national biodiversity strategies or national environment action plans. Thus, the principle focus has shifted to the incorporation of wetland concerns into national land and water use planning, and to multi-sector co-ordination of the approach to conservation and wise use of wetlands with government ministries, agencies and other interested institutions. By setting international standards for wetland conservation and wise use, and providing an international forum for discussion of global wetland issues, the Convention hopes to facilitate a continuous flow of information on wetland matters between Contracting Parties.

In Asia, wetlands have been closely associated with human populations for centuries, providing direct resources in the form of food (fish, meat and plant products), fuel (firewood, charcoal), building materials (timber and non-timber products), medicine (plant products) and a bountiful supply of water for consumption and irrigation. In addition, wetlands play a vital functional role in the protection of coastal zones, flood mitigation and are increasingly popular tourism and recreational destinations.

In the more than 27 years of its existence, a series of technical guidelines and norms for the application of the Convention have been developed to

assist Contracting Parties in the wise use and management of wetland resources. These include Guidelines on Management Planning for Wetlands and Guidelines on the Implementation of the Wise Use Concept. In collaboration with its partner organisations and other interested parties, the Convention has produced a number of publications to aid in assessing the values of and benefits provided by wetlands. One example is the OECD Guidelines for Aid Agencies for Improved Conservation and Sustainable Use of Tropical and Sub-Tropical Wetlands, which provides policy orientations for donors and suggests a range of measures that can be taken to mitigate damage and to manage wetlands sustainably. A second publication, Economic Valuation of Wetlands, contains information on various available economic techniques by which to value wetland areas.

The Ramsar Strategic Plan 1997-2002 reinforces the need to integrate the conservation of wetlands with sustainable development and the health and well-being of the world's people. Among the General Objectives of the Plan are broad application of the wise use concept, improved management of designated Ramsar sites, involvement of local communities in management of wetlands, and assistance to developing countries in financing their activities under the Convention. The 7th Conference of the Parties will be held in Costa Rica in May 1999.

## Regional Community Forestry Training Centre

Dr. Robert Fisher  
RECOFTC

The Regional Community Forestry Training Centre was established in 1987 and is based at Kasetsart University in Bangkok. It has a focus for activities in the Asia-Pacific Region based on a commitment to participatory management of natural resources, especially forests, and integration of development and conservation. A primary interest is the active advocacy of forest use through community forestry—not just to use community forestry as a tool for protection. The programme components cover:

- | international training;
- | regional outreach; and
- | outreach in Thailand.

Training includes a certificate course in Community Forestry, and short courses such as Participatory

Management of Protected Areas, Community-based Tourism for Conservation and Development, Marketing of Tree and Forest Products, Conflict Resolution in Community Forestry and Community Forestry Extension. The aim is to give participants tools to take back to their work situation, and there is an emphasis on in-service training for project and government staff to implement a 'methodology focus'. The regional outreach component focuses on collaboration with institutions and networks on action research, curriculum development and joint course development. The themes include conflict resolution and marketing of forest products. Partners include IUCN, Ford Foundation and Sida. The outreach programme also includes publication of newsletters and convening of seminars.

In terms of the future, the vision is to strengthen collaborative learning, with more explicit links between field experiences and training, for example, the need for field sites to make training relevant, working with projects in the field to develop a learning approach and to feed new experiences into training. There will be an increasing emphasis on partnerships with national institutions/projects and regional organisations. While maintaining a direct training role, RECOFTC will also have increased focus on training support and training development, including collaborative in-country training, training for trainers and training course development workshops.

## Trade Record Analysis of Flora and Fauna in Commerce

Mr. Chen Hin Keong  
Director, TRAFFIC Southeast Asia

Mr. Chen Hin Keong explained that the main focus of Trade Record Analysis of Flora and Fauna in Commerce are:

- | medicinal wildlife trade;
- | fisheries products in trade;
- | timber and other wood products in trade; and
- | promoting the effectiveness of CITES and other wildlife trade controls.

With respect to objects of trade, this broadly includes:

- | animal parts and derivatives:
  - mammals—leather and skin, fur, ivory, musk
  - birds—stuffed, ostrich meat and skin, feathers and objects made from feathers
  - amphibians—frog legs; and

- invertebrates—butterflies, corals
- | plants most frequently traded:
  - snowdrops—bulbs
  - orchids—cut flowers, plants, flaked seedlings, species for collectors
  - cacti—small plants for the home, large plants for landscaping, species for collectors
  - carnivorous plants—venus fly traps, pitcher plants
  - American ginseng—roots for ginseng extracts and medicines
  - timber—flooring and roofing material, furniture.

In analysing the major animal trading routes the following broad categories have been identified:

- | export zones:
  - South and Central America
  - Africa
  - Asia
  - Eastern Europe
- | import zones:
  - North America
  - Europe
  - Middle East
  - Far East
- | import and export zones:
  - Canada
  - Australia
  - South Africa
- | Issues related to the sustainability of wildlife trade include:
  - administrative systems;
  - legislation development/enhancement;
  - anti-smuggling initiatives;
  - training;
  - partnerships and cooperation;
  - commercial sector action;
  - public awareness and education; and
  - research.

## Wetlands International (WI)

Mr. Joost van der Ven  
Executive Director Malaysia a.i.

Joost van der Ven explained that Wetlands International is an international NGO established in 1996 through an amalgamation of the Institute for Wetlands and Waterfowl Research, Asian Wetland Bureau and Wetlands for America. The headquarters, which also covers Europe and the Middle East, is in the Netherlands. The Asia-Pacific

office of Wetlands International is in Kuala Lumpur, and there are offices in Canada and the United States. Their focus is on the sustainability and restoration of wetlands for research and sustainable use. As Wetlands International is a small organisation, it depends on partnerships and its major partners are IUCN, WWF, Birdlife International and the governments with which they work. It started Ramsar with IUCN, and has programmes in Malaysia, Thailand, Cambodia, China, Indonesia, India and Oceania. The organisation is developing a new programme in South Asia. Specific activities include:

- | working with the Malaysian Government on the development of wetland policies;
- | undertaking the international waterfowl census—which is important for awareness raising;
- | migratory bird issues;
- | preparation of the Directory of Asian Wetlands (and also for the Middle East) with IUCN;
- | assisting in World Wetlands Day;
- | preparing newspaper supplements (for example, for the New Straits Times); and
- | working with IUCN on a survey of large waterbirds in Cambodia, and on the forthcoming Mekong wetlands project funded by UNDP GEF.

## **Convention on International Trade in Endangered Species of Wild Fauna and Flora**

Mr. Hank Jenkins,  
Federal Department of Environment, Australia

Mr. Hank Jenkins explained that there are more than 140 Contracting Parties to CITES, making it one of the most significant conventions in the world. Representatives on the CITES Standing Committee and the Plant and Animal Committees are elected. Some of the activities and issues dealt with by the committees included the proposal by Italy in 1994 to include swiftlets on Appendix 2, which led to a workshop in Surabaya in 1996, and conservation and management of shark fish-

eries, including live traffic. Other issues were a review of Appendix 2 animals subject to international trade and distribution of the findings and collaboration with Vietnam, Indonesia, China and Singapore.

The need for capacity building in various countries to implement the Convention, as well as the need for field studies were highlighted. The key to resolving resource use problems lies in effective communication and collaboration with user groups (the stakeholders). It was stated that solutions cannot be found unless “you sit at the same table”.

## **Discussion**

Antonio Claparols, IUCN Councillor, referred to the depletion of whale-sharks and asked about their status and CITES. Mr. Jenkins replied that he was not sure that Appendix 1 or 2 listing would necessarily help, that the causes of the problem would have to be examined, especially if it was not a trade issue.

Pisit Na Patalung, Wildlife Fund Thailand, asked about the level of wetland protection in Ramsar member countries as opposed to non-member countries. Ms. D’Cruz replied that Ramsar operates on the basis of a priority wetland listing, but does act on demand in relation to needs. Mr. Na Patalung expressed the view that CITES was far more interested in protecting a country’s name than in conservation. He asked how CITES could be made more effective. Mr. Jenkins responded that the Conference of the Parties is a political body and that CITES decisions are politically influenced, but Technical Committee decisions are as scientifically sound as possible.

Mr. Ligal, Chairperson, concluded that most of the organisations that were represented were limited in their scope, and had funding and counterpart constraints. All these organisations should expand their activities in the region.

# Day Two: Working Groups

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The Forum participants disbursed to seven Working Groups with the following themes:

- | Environmental Strategies and Law  
Coordinator: Mr. Narayan Belbase, IUCN Nepal  
Chair SEA: Professor Koh Kheng Lian  
Chair SA: Mr. Shahrukh Rafi Khan
- | Biodiversity, Protected Areas and Species  
Coordinator: Dr. Scott Perkin, IUCN Sri Lanka  
Chair SEA: Mr. Pisit Na Patalung  
Chair SA: Mr. Kishore Rao
- | Sustainable Use of Species and Natural Resources  
Coordinator: Dr. Javed Ahmed, IUCN Pakistan  
Chair SEA: Mr. Effendy Sumardja  
Chair SA: Mr. Ashis Banerjee
- | Communications and Education  
Coordinator: Dr. Badri Dev Pande, IUCN Nepal  
Chair SEA: Professor Le Quy An  
Chair SA: Mr. Kartekiya Sarabhai
- | Institutional Development and Capacity Building  
Coordinator: Mr. Asif Zaidi, IUCN Pakistan  
Chair SEA: Dr Robert Fisher  
Chair SA: Mr. Mahfuz Ullah
- | Regional Cooperation  
Coordinator: Dr. Hans Friederich, IUCN Vietnam  
Chair SEA: Ms. Rebecca D’Cruz  
Chair SA: Mr. Binal Koirala

- | Strengthening Policy for the Region  
Coordinator: Mr. Mohammed Rafiq, IUCN Pakistan  
Chair: Ms. Khawar Mumtaz

The Coordinators were responsible for producing a thematic background discussion paper for each working group. These were distributed prior to the group discussions and are available under separate cover as part of the Forum proceedings. The overall Workshop Coordinator, Dr. Scott Perkin, presented terms of reference for the working groups as follows:

- | summarise briefly the mandate given to IUCN in the region (in each group’s thematic area) by the World Conservation Congress and the Triennial Programme Document;
- | summarise briefly the progress that IUCN has made to date in achieving this mandate in the region. What have been the main strengths? What are the main weaknesses and gaps?
- | identify and describe the priorities for the IUCN programme in the region for the remainder of the Triennium. Are there any new or emerging issues (related to the group’s thematic area) that have not been covered adequately by the WCC or the Triennial Program Document?

The recommendations arising from the working group discussions were presented in plenary on Friday October 2.



# Day Three: Malaysia Day

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## Opening

YB Datuk Law Hieng Ding,  
Federal Minister of Science,  
Technology and the Environment, Malaysia

The Honourable Minister extended his welcome and thanks to IUCN for allocating a special day for Malaysia to feature and showcase the country's conservation efforts during the IUCN Regional Conservation Forum. He also expressed his sincere gratitude to the local host, the Sabah State Government, for its generous support in organising the meeting.

The Minister informed the audience that the Federal Government of Malaysia, through the Department of Wildlife and National Parks of Peninsular Malaysia, has been a state member of IUCN since 1968. Subsequently, the Sabah State Government through the Sabah Parks and the Wildlife Department of Sabah also became a member of IUCN.

An overview of Malaysia's conservation efforts as a nation was then presented. Malaysia's tropical rainforest is a highly complex ecosystem of different habitat types ranging from coastal mangrove swamps to high elevation montane forest, each with diverse faunal and floral composition. As a developing country, Malaysia depended on forest products in the form of logs and timber products to sustain its economy. Since forests in Malaysia are a State Government subject under the Malaysian Constitution, the respective State Governments have traditionally looked at forests as a source of State revenue. One of the earliest actions undertaken by the Federal Government was to streamline and strengthen administration and legislation pertaining to the activities of the Department of Wildlife and National Parks. A new comprehensive wildlife law, the Protection of Wildlife Act of 1972, was passed by Parliament and was enforced throughout the Peninsula. Subsequently, in 1978, Malaysia became a party to the Convention on

International Trade in Endangered Species in Wild Flora and Fauna.

A number of actions have been undertaken by the Government to safeguard the environment. These include the passing of the Environment Quality Act 1974, which was amended to meet current needs, and subsequently, the Environment Impact Assessment regulations and the creation of the Federal Department of Environment to monitor environmental quality. Since then, it was decided that all forms of major land or infrastructure development projects were to undertake an EIA study.

The Federal Government, with the agreement of the various State Governments, formed the National Forestry Council, which drew up the National Forestry Policy in 1978. This allows the Federal Government, through the Ministry of Primary Industries and the State Forestry Departments, together with the respective State Governments, to select natural forests to constitute the Permanent Forest Estate (PPE). To enable this to take place, the federal government passed a common forestry legislation, the National Forestry Act, which has now been adopted by all states in Peninsular Malaysia.

The country is proud to be a regional leader in the creation and management of protected areas, which date back to 1903. To sustain the management of protected areas, the federal government, through the Ministry of Culture, Arts and Tourism, has categorised Taman Negara National Park in Peninsular Malaysia, the Kinabalu Park in Sabah, and Mulu National Park in Sarawak as major ecotourism sites under the National Ecotourism Plan.

The Federal Government also initiated the establishment of marine parks and protected areas in order to conserve the marine resources off the coast of Malaysia. To enable this to happen, the Federal Government passed the Fisheries Act in 1985.

In terms of regional and global commitments, Malaysia ratified the Convention on Biological Diversity in 1992. Since then, the Government, through the Ministry of Science, Technology and the Environment has established the National Committee on Biological Diversity, which has a wide representation and participation of diverse agencies including NGOs.

Four years after the ratification of the Convention, the Federal Government launched the National Policy on Biological Diversity (NPBD) early in 1998. The National Policy includes 15 framework strategies for effective management of biological resources at the Federal, State and local government levels. Strategies include improving scientific knowledge, strengthening institutional frameworks for biological diversity management, integrating biological diversity consideration into sectoral planning, developing policies, regulations, laws and capacity building on bio-safety and enhancing institutional and public awareness.

The Federal Government has also taken advantage of the regional grouping of ASEAN to address some environmental issues like air and water pollution and transboundary protected areas. Since 1990 several transboundary sites on the Malaysia-Thailand, Malaysia-Indonesia and Malaysia-Brunei borders have been identified at the ASEAN Environment Ministers Forum as transboundary protected areas.

Malaysia will continue to focus attention on and encourage the integration of biological diversity and environmental considerations into all levels of sectoral planning and decision making. Priority will be given to the development of economic instruments in valuing environmental parameters, so that Natural Resource Accounting can be utilised as an effective planning tool for the optimum and sustainable use of natural resource. The Federal Government realises the need for a strong capacity building component at the Federal, State and local government levels. In conclusion, IUCN was invited to assist the Asia region, especially in the field of capacity building of the respective governments, in handling and addressing environmental issues.

*Note: As the Honourable Minister could not attend the workshop, his speech was read by Mr. Cheah Kong Wai, Secretary-General, Ministry of*

*Science, Technology and Environment, Federal Government of Malaysia.*

## **Conservation in Peninsular Malaysia**

Mr. Cheah Kong Wai  
Secretary-General,  
Federal Ministry of Science,  
Technology and the Environment, Malaysia

Peninsular Malaysia has a long history of legislation governing the management of natural resources and environment, though there is no single legislation on conservation. The 1974 Environment Quality Act (EQA) is the main umbrella legislation concerning conservation, but it focuses mainly on pollution control. Since conservation is very sectoral in nature, there are currently several laws concerning this issue in place in Peninsular Malaysia. Based on some of the legislation, an extensive system of protected areas has been established. Thus, resources and the environment "over every square inch" of the country are covered by a legal framework. A growing population will place greater stress on management of the environment, water, land, living space, health services, etc. With this in mind, the government has incorporated environment as an important component in the 7th Malaysian Plan.

## **Forest and Forestry**

The States in Peninsular Malaysia have adopted the National Forestry Policy of 1978 and the National Forestry Act 1984. A total of 18.37 million hectares of natural forest in Malaysia include gazetted and proposed Permanent Forest Estate and protection forest. Section 10 of the National Forestry Act 1984 provides a good framework for recognition of the natural forest's functions through legislation, mapping and gazetting. As of mid-1992, 9.99 million hectares of natural forest comprised production forest for timber, which might increase with expansion of the PFE.

## **Biological Diversity**

Malaysia is one of the 12 most prominent biodiversity countries in the world. Malaysia ratified the Convention on Biological Diversity in 1994. In line with Article 6 of the Convention and a commissioned Country Study on Biological Diversity, in

April 1998, Malaysia launched the National Policy on Biological Diversity. This policy, with its 15 strategies and 87 action plans, will be used to guide relevant agencies involved in the conservation and sustainable utilisation of biodiversity. The Ministry is currently looking at other biodiversity-related issues such as bio-safety, access to genetic resources and also Intellectual Property Rights in biodiversity. There is a national guideline on the release of genetically modified organisms. A task force under the National Committee on biological diversity is set to look into bio-prospecting as well as the access to genetic resources and patenting of life.

### **Wildlife Conservation**

The Protection of Wildlife Act 1972 is the main law governing wildlife conservation in Peninsular Malaysia. No wildlife conservation policy has yet been formulated by the Government. However, the Department of Wildlife has formulated several specific plans such as the Wildlife Plan for Peninsular Malaysia, Rhino Conservation Action Plan and the Malayan Elephant Species Plan. Malaysia joined CITIES in 1978.

### **Marine and Fisheries**

Malaysia is considered to have one of the best policies in the world governing marine resources. In Peninsular Malaysia, the Department of Fisheries is the lead agency responsible for both marine and freshwater fisheries. Fishing by electric shock, poison, explosives and spear guns is illegal. In the Fisheries Act 1985, there is also a provision for the establishment of Marine Parks. Today 35 of the 38 islands declared as Marine Parks are off the coast of Peninsular Malaysia. In conclusion, the need to further the cause of conservation is important not only in terms of the environment but also for the economic well-being of the country.

### **Conservation in Sarawak**

Dr. Lee Hua Seng  
Acting Director, Department of Forestry,  
Sarawak

Sarawak is the largest state in Malaysia. It has very heavy rainfall, with an annual average of 4,000 mm, with downpours occurring throughout the year.

As a result, the state has an abundance of lush tropical rain forests.

Forest resources are one of Sarawak's greatest assets in terms of their immediate benefits to the people. Forests provide products, such as timber for domestic use and non-timber products such as rattan, bamboo, medicinal plants and wildlife. Forests are also crucial in terms of revenue generation through forestry and timber-based industries. Conservation of forest resources is carried out in two ways: in situ and ex situ. In situ conservation is effected through a system of national parks, wildlife sanctuaries and nature reserves collectively referred to as Totally Protected Areas. Ex situ conservation, particularly of plants, is effected through the establishment of a nature study area at Semengoh near the State capital of Kuching.

One of the great concerns in recent years has been forest fires and the resultant haze these can induce. Action is being taken at the macro and regional level to mitigate the effects of the fires — especially disruption of people's lives and the loss of forest cover. The resulting haze is a hazard to human health as well as to navigation.

As far as logging is concerned, Sarawak, like all other States in Malaysia, is striving to meet the criteria and indicators set by the International Tropical Timber Organisation to attain the objective of sustainable forest management by the Year 2000. Sarawak's forest policy and forest management systems are among the best in the world, though their implementation on the ground needs improvement.

One recent development in Sarawak is in the field of wildlife conservation. A Master Plan for Wildlife in Sarawak was prepared in 1996 with two main themes:

- | wildlife conservation in different categories of land; and
- | hunting management.

The Government is taking rapid steps to implement the Master Plan. The first step is legislative in nature. In May 1998, the State Legislative Assembly unanimously passed the Wildlife Protection Bill 1998. This includes a total ban on the commercial sale of all wildlife and products of animals taken from the wild. Crucial to the implementation of the Wildlife Master Plan is a major education and awareness campaign.

## Nature Conservation in Sabah

Ms. Monica Chia  
Permanent Secretary,  
Ministry of Tourism, Culture and Environment,  
Sabah, Malaysia

Davies and Payne (1982) classified Sabah's physiographic regions into seven types: coastal swamps, extensive dry or seasonally swampy flatlands, alluvial plains, lowlands with mixed relief, uplands, central highlands and western hill ranges.

The National Conservation Strategy for Malaysia was completed in 1993 in line with the World Conservation Strategy. The objectives of the NCS are:

- | conservation of natural resources;
- | sustainable development; and
- | improved efficiency in resource use and management.

The Sabah Conservation Strategy (SCS) was completed in 1992, with technical assistance from WWF Malaysia. The SCS specifically addresses the issue of land tenure and land use in the context of priorities for conservation and development, particularly as these are vital issues in the management of natural resources. The SCS provided the framework for an integrated approach to resource management; it also provided a basis for inter-governmental coordination in the implementation processes.

One of the key recommendations of the SCS involves a review of the protected areas network in the State and that such a network should include representative samples of all natural ecosystems. These areas should be sufficiently large to preserve diversity and genetic viability of its biological resources.

The responsibility for the conservation and management of natural resources falls directly within the purview of two ministries, namely the Ministry of Natural Resources and the Ministry of Culture, Environment and Tourism.

Four case studies were presented to give an overview of the conservation scenario in the State and how policies are implemented through action on the ground in Malaysia, particularly in Sabah. These studies were Turtle Islands Heritage Protected Area; Sustainable Forest Management: the Deramakot Model; Non-Consumptive Utilisation Model: Danum Valley; and Kinabalu Park: A Proposed World Heritage Site. Emphasis was placed on the fact that successful conservation programmes are indicators of a country's commitment and resolution in conserving its natural resources.

The priority for future conservation in Sabah lies in increased protection of the different ecosystems, both terrestrial and marine, and better management of existing conservation areas. Wise management could minimise the environmental degradation caused by resource utilisation and agricultural development, which is a major activity in the State, particularly with the increasing demand for palm oil.

Institutional strengthening of local conservation-related agencies is also important, particularly with regard to management of protected areas within their jurisdiction, and coordination of their conservation programmes as well as that of regional and international conservation agencies. This is a major task for the future.

Another priority for the future is the development of a smart partnership between the Government and the three sectors which have the most impact on any implementation of conservation efforts, namely the local communities—particularly those adjacent to protected areas—the private sector and NGOs.

# Day Four: Working Groups Reports

## Group 1: Environmental Strategies and Law

Professor Koh Kheng Lian  
APCEL, Singapore

Professor Koh Kheng Lian had asked working group members to dedicate the session to the late Dr. Mohideen Farooque, Member of the Commission on Environmental Law and General Secretary of the Bangladesh Environmental Lawyers Association. A one-minute silence was observed.

It was felt by the group that the background paper was limited, for it did not include the activities undertaken by the members independently in the region. Members and Chairs strongly recommended that while the preparation of background papers should be undertaken by the Secretariat, the process must also include the activities of institutional and Commission members. For this purpose, a focal point should be identified to collect information from the members in every country and forward it to the Secretariat. In future, the activities of the members must be included in the background papers. It was also noted that there is a flaw in the reporting methodology that makes assessment of gaps, weaknesses and strengths inadequate.

### Environmental Strategies

- I main weaknesses and gaps:
  - most environmental strategies at regional, national, provincial and local levels are not harmonized with each other;
  - competing and overlapping jurisdictions hamper effective planning, development and implementation of strategies;
  - lack of coordination among various institutions, consultants, donors, etc;
  - lack of expertise at all levels—legislators, policy-makers, government officials, stakeholders and NGOs; and
  - lack of funding.

- I priorities for the IUCN triennium
  - consultative processes to design regional, national, provincial/local strategies and work plans;
  - assistance in strengthening institutional networks;
  - hasten the process of implementation of interventions;
  - capacity building—develop a regional network of expertise and compile a list of experts in the relevant areas; and
  - secure funding for activities and projects.
- I beyond the triennium
  - develop a strategic plan that will address conservation issues in an urban context;
  - develop strategic environmental planning that includes land use planning;
  - develop transboundary EIAs, for example, in the ASEAN region;
  - build capacity; and
  - promote cooperation among the Secretariat, the Commissions— Members, ASEAN, SACEP, APCEL and other relevant regional organisations.

### Environmental Law

- I main weaknesses and gaps
  - lack of legal expertise at the policy-making, legislative, judicial and all other levels;
  - confusion and misunderstanding of the interrelationship of various biodiversity instruments, for example, CBD, Ramsar and CITES. Also, there is uncertainty about the impact of access to genetic resources under the CBD;
  - lack of cooperation at the regional level to harmonise biodiversity laws;
  - ineffective or weak implementation of existing Multilateral Environmental Agreements (MEAs); and
  - ineffective enforcement.
- I priorities for the IUCN-CEL triennium promote implementation of selected MEAs by:
  - determining synergies and potential conflicts between selected international bio-

- diversity agreements;
- providing support for various secretariats, for example, CBD, CITES and Ramsar, and implementation of conventions;
- participation in the global Invasive Species Strategy; and
- updating guidelines for CITES implementation.
- | address emerging issues and advance new concepts in national and international environmental law:
  - developing guidelines on the CBD and trade under the WTO;
  - developing international instruments to protect sites during armed conflicts;
  - analysing the legal implications of establishing and implementing 'Forest Partnership Agreements; and
  - analysing gender issues, especially property rights for women.
- | technical assistance and capacity building:
  - review and provide comments on draft legislation submitted to ELC by regional and country offices and IUCN members.
- | New and Emerging Issues
  - the ADB RETA should examine and make recommendations on environmental policy and legislation in the context of the Regional Haze Action Plan;
  - assist in developing a legal framework for collaboration among the various regions (ASEAN, SACEP) to promote landscape protection, management and planning; and
  - assist the Centre for Environmental Education Research and Advocacy (CEERA) in drafting a curriculum for teaching environmental law in India.

## **Group 2: Biodiversity, Protected Areas and Species**

Mr. Kishore Rao  
WCPA Vice-chair, South Asia

Group 2 was one of the largest working groups at the Regional Conservation Forum, consisting of 20 participants. Both South and Southeast Asia were well represented.

The session began with the presentation of an overview paper prepared by the Secretariat. Discussions then focused on the Terms of Reference provided to the group, with particular emphasis

being placed on identifying priority activities to be undertaken during the remainder of the Triennium and beyond.

The Group recognised that biodiversity, protected areas and species are 'heartland' areas of IUCN. They also understood that a very large number of WCC resolutions and Triennial Programme Document objectives could potentially be of relevance to the discussion. In an effort to provide a focus for the Group, primary emphasis was placed on examining the resolutions and recommendations that emerged from the Congress in Montreal. Since other working groups were addressing regional collaboration, sustainable use and international conventions, these issues were generally accorded less attention.

## **Messages from the WCC**

### **Commissions**

- | strengthen the work of WCPA and SSC at the regional and national level.

### **Ecosystems**

- | continue to accord high priority to forest conservation;
- | accord greater attention to marine and coastal ecosystems; and
- | assess the impacts of human-induced fires on biodiversity.

### **Species**

- | develop guidelines on using Red Data categories at regional and national levels; and
- | promote conservation of the houbara bustard and the dugong.

### **Protected Areas**

- | adopt a bio-regional approach to protected areas; and
- | promote participatory management approaches, with a special focus on the involvement of indigenous groups.

### **CBD**

- | support the implementation of the CBD;
- | in addition to those resolutions with a direct bearing on biodiversity, protected areas and

species, the Group identified a set of 'cross-cutting' resolutions with an impact on IUCN's activities in these areas. The key messages of these resolutions were summarised as follows:

- integrate gender perspectives across the Union's programme;
- develop the Union's capacity to address economic issues;
- develop private sector partnerships; and
- develop national and regional structures to integrate the work of the Commissions, members and the Secretariat.

## Strengths and Achievements

The Group recognised that significant progress is being made in most of the areas identified above. Important achievements were identified as the following:

### Commissions

WCPA has increasingly regionalized its activities, and both WCPA-South Asia and WCPA-Southeast Asia have been active. The Regional Action Plan for Protected Areas in South Asia has recently been completed and published, while the RAP for Southeast Asia is currently in the final stages of editing.

### Ecosystems

Forest conservation activities and NTFP projects are being carried out by the Secretariat (in partnership with both government agencies and NGOs) in a number of different countries in the region. In recognition of the importance accorded to forest biodiversity by both the WCC and the regional membership, a new South and Southeast Asia Regional Forest Conservation Programme has recently been initiated. Key themes include the management of protected forest areas, the sustainable use of non-timber forest products, and the development of forest restoration techniques. A Regional Forest Conservation Officer has been recruited to develop and manage this programme, based in Bangkok. Coastal and marine activities are being expanded by the IUCN Offices in Pakistan, Sri Lanka and Vietnam. IUCN Sri Lanka has recently established a full-fledged Marine and Coastal Unit, and IUCN Vietnam is working on a number of marine protected area initiatives.

### Species

National Red Data lists are being prepared with IUCN assistance in Bangladesh and Sri Lanka. The possibility of a regional consultative workshop on the application of Red Data categories at the national level is currently being discussed with the species survival commission.

### Protected Areas

Protected area projects with local community involvement are underway in many countries. The Group drew attention to the recent Regional Workshop on Collaborative Management of Protected Areas in Asia, organised by IUCN-Nepal and the King Mahendra Trust for Nature Conservation, in collaboration with the Department of National Parks and Wildlife Conservation and WCPA. This workshop brought together some 60 participants from across the region, and is expected to lead to a new regional programme to build capacity in collaborative management.

The Group also highlighted the innovative approaches to community involvement being promoted by the Conservation of Biodiversity through the Rural Community Development Project, in northern Pakistan, and the bio-regional perspective adopted by the Nakai-Nam Theun Environmental and Social Management Plan in Lao PDR.

### CBD

The Group noted that IUCN had recently launched a South and Southeast Asia Regional Biodiversity Programme, to promote the implementation of the CBD. The programme places particular emphasis on capacity building and has been structured around several priority themes, including national biodiversity strategies, monitoring and identification of biodiversity, access and benefit sharing and in situ conservation.

### Other Progress

Some work on green accounting and the economics of biodiversity has taken place in Bangladesh, Pakistan and Nepal. Attempts have been made to incorporate gender perspectives into several biodiversity related projects in the region, including the Biodiversity Conservation through Rural Community Development Project in Pakistan and the NTFP project in Lao PDR.

## Weaknesses and Gaps

Despite these achievements, the Group also drew attention to a number of important weaknesses and gaps. Although considerable progress has been made in fulfilling the 'spirit' of the WCC messages, less progress has been made in respect to the 'letter' of many resolutions. For example, little or no progress has been made on issues such as the impact of long-line fisheries on seabird populations, the negative environmental effects of aquaculture, the conservation of dugongs and the houbara bustard, the involvement of indigenous peoples in conservation programmes, or the impacts of human-induced fire.

Other important gaps identified by the Group included the following:

- | little work has been carried out by the Secretariat at the country level on the illegal wildlife and timber trade (although TRAFFIC has been very active within the region);
- | guidelines on the use of the Red Data categories at the national, sub-regional and regional level are still not available;
- | gender considerations are still not addressed in a systematic fashion within the region, although there has been some progress at the global level; and
- | IUCN's capacity to address economic issues remains limited.

## Recommendations and Future Priorities

In addition to taking steps to address the weaknesses and gaps identified above, the Group recommended that IUCN should:

### Ecosystems

- | strengthen existing programmes on forests, wetlands and marine and coastal ecosystems;
- | begin to address grasslands, freshwater systems, and deserts; and
- | assist members and partners to understand the causes behind natural calamities, for example, the recent floods, and to develop mitigatory measures.

### Species

- | support conservation of migratory species, for example, marine turtles;

- | promote research and monitoring of 'common species,' for example, frogs as indicators of ecological change;
- | begin to address the issue of invasive species; and
- | accord higher priority to developing guidelines on the use of Red Data criteria at the national level.

## Protected Areas

- | emphasise the importance of taking a bio-regional/ecosystem approach to protected areas, both within individual countries and regionally. The Group noted that the Commission on Ecosystem Management could play a particularly valuable role in helping to develop this approach in the region, and that systems such as the Malay archipelago and the Himalayas offered important potential opportunities;
- | promote collaborative management approaches through policy development and advocacy;
- | promote transboundary protected areas and collaboration, for example, along the Mekong;
- | provide policy guidance on issues related to PA management, for example, mining, oil and gas exploration and resident communities and tenure rights;
- | promote and provide guidance on the establishment of multiple-use protected areas (IUCN and Protected Area Categories V and VI).

## CBD

- | promote ratification of the CBD by all countries in the region; and
- | develop guidelines on the integration of biodiversity concerns into sectoral programmes.

The Group also made a number of more general, cross cutting recommendations. In particular, it was suggested that IUCN should become more visible, that it should take firmer stands on specific issues, and that it should become more proactive. Members also expressed confusion about the structure and functioning of IUCN, and a desire for more information about the ways in which the Secretariat might be of assistance to their activities.

In terms of programme design, it was felt that Commission members should become more actively involved in programme development and deliv-

ery. If funding is a constraint, then consideration should be given to introducing a membership subscription fee to help fund the activities of the Commissions. It was emphasised that programme priorities should be set at the country level. In this regard, the potential role of IUCN National Committees in carrying out strategic planning exercises was noted.

Finally, the Group reiterated that IUCN needs to ensure that it has access to the best available expertise and that it maintains its role in making the best scientific information available to its constituency. It should not rely solely on official data but should also gather information from members and Commissions who have a stronger presence at the field level.

### Group 3: Sustainable Use of Species and Natural Resources

Mr. Effendy Sumadja  
WCPA Regional Vice Chair, SE Asia

The World Conservation Congress, passed Resolution 1.39 on the Sustainable Use Initiative. Relevant excerpts from the resolution are:

"...Endorses the utility of the regionalised structure of the Sustainable Use Initiative as an effective means of harnessing and applying the collective knowledge of members, institutions and others about the sustainable management and conservation of wild fauna and flora..."

"Specifically requests the SSC Sustainable Use Specialist Group to develop urgently a short policy paper on sustainable use for written comment from IUCN members, and requests SSC to take these comments into account in preparing a final draft for presentation at the next World Conservation Congress."

Sustainable Use features prominently in the 1997-1999 Triennial Work Plan of the South and Southeast Asia Region of IUCN. It forms an important objective of the work plan and activities. Relevant excerpts from the Triennial Work Plan are:

#### Objectives

Apply core competencies of the IUCN to the wider development context so as to facilitate the conservation and sustainable use of natural resources.

#### Programme

Facilitate the development of policy instruments in selected countries, and for the Region as a whole, that will underpin the conservation and sustainable use of natural resources.

Encourage and advocate, at the appropriate levels, sustainable use of natural resources under participatory planning and management regimes.

IUCN South and Southeast Asia Region has established a regional position for a Senior Programme Officer to develop a comprehensive sustainable use programme for the Region and to support the SUSGs in the East and Central Asia Regions.

#### Priorities for Future Action

- | need to 'mainstream' sustainable use in the IUCN work plan and projects in the Asia Region
  - determine what constitutes 'sustainable use', with possible guidance provided by draft policy statement;
  - review all major projects (present and past) involving natural resource management to determine the extent to which (and how) each has dealt with the issue of sustainable use; and
  - develop compendium of 'lessons learned' from globally derived examples of projects that demonstrate sustainable use of natural resources (that are biome specific and culturally specific) and/or types of interventions to convert unsustainable resource uses e.g., what was done and how it was achieved.
  - examples include:
    - sustainable forest management and forest product eco-labelling (Malaysia and Indonesia);
    - joint forest management (India and Nepal);
    - eco-development project (India);
    - pilot project on seaweed cultivation (Malaysia); and
    - freshwater fisheries management (Bangladesh).
- | Explore new and innovative conservation strategies, involving sustainable use, that take account of economic considerations and family/community livelihood perspectives
  - Establish collaborative linkages with relevant private sector industry groups and inter-governmental organisations (for

- example, WTO, etc)
- I catalyse capacity building
  - enhance the technical and administrative capabilities of members and resource management agencies;
  - country and regional offices to facilitate workshops and meetings to document examples of sustainable use;
  - transfer relevant and appropriate information and technologies to members and government agencies; and
  - promote wider implementation and practice of successful strategies for sustainable use of natural resources.

## Group 4: Communications and Education

Mr. Kartikeya Sarabhai  
Regional Chair, Commission on Education and Communication

The group felt there needed to be more clarity of follow up responsibilities vis-à-vis the mandate between the Secretariat and Commissions. This clarity needs to be worked out immediately after a WCC and at a regional basis in collaboration with the membership.

### Triennial Programme Progress Made

Integration of Environmental Concerns and Environmental Education in national developmental activities: Having identified that Ministries of Environment play a key role in this, a workshop was organised in 1996 by IUCN in collaboration with UNESCO and UNEP on Communication and Education for Ministries of Environment and Potential Partners. This is being followed up at the country level. In some countries like Pakistan and Nepal, IUCN is directly participating in national planning.

Participatory Planning and Management: IUCN Nepal organised a Workshop on Collaborative Management of Protected Areas. Several members have their own initiatives in this and considerable expertise exists within the IUCN community.

### Progress on Resolutions

Conservation of Ecosystems: CEC through the SASEANEE Secretariat has brought out a special section in its newsletter SASEANEE Circular. Many of the members reported on their own programmes in the

area of creating awareness about coastal zone management and corals, including WWF Malaysia and Forum of Environmental Journalists, Bangladesh.

Protected Areas, Ecotourism, Interpretation: Members have their own initiatives.

Law, Social Policy and Sustainable Development: Contact has been established with CEL to initiate a discussion to work collaboratively on this.

Collaborative Management: See above in the Triennium Programmes.

### Sustainable Development:

Changing production and consumption patterns among IUCN members: Individual members have their own initiatives.

Combating Pollution: Individual members have their own initiatives.

- I strengths
  - many members and a rich bank of experiences;
  - through CEC, the potential to connect with regions outside;
  - the existence of E&C programmes in country offices; and
  - the existence of SASEANEE.
- I weaknesses
  - not enough sharing; and
  - no mechanism for collaboration among commissions

### Opportunities (related to weaknesses)

- I information technology revolution;
- I members will have persons interested in E&C within the organisation. This person to be identified as the E&C focus; and
- I put CEC members in touch with other commission members and member organisations in their country

### Gaps (and Suggestions)

- I in some parts of the region (Cambodia, Laos, Vietnam) there is a large demand, but not enough supply. Materials/resources in English do not help bridge this gap. It is suggested that a person be identified to facilitate language translation from among commission and members in these countries. This is suggested to build capacity, to adapt, and devel-

- op locally appropriate materials developed elsewhere or in a different context;
- | gap between education and action: not enough sharing among regions. Inability to meet physically because of limited financial resources for travel. It is suggested that commission members meet once in 3 years; and
- | there is a gap between awareness and decision making, and also a lack of specific case studies with regard to education. Experiences from across countries that have managed to do this, should be gathered and disseminated. Case studies (good and bad examples) should be collected and put together.

## Recommendations

- | in reporting E & C activities in the region, actions taken by members will be included along with actions taken by Secretariat and Commission;
- | with regard to specific issues mandated by the WCC (for example, International Year of the Oceans, Protected Areas), a number of education and/or communication activities have been carried out by members and the commission. It is recommended to document and share these experiences, along with lessons learnt;
- | it is also recommended to share the resources developed on these and other issues among members;
- | it is recommended that appropriate electronic means of sharing information be created and maintained (by SASEANEE Secretariat). This should include an online database of EE resources;
- | it is recommended that CEC assist and collaborate with CEL on the publication of material for laymen on environmental law and towards better compliance, as well as the dissemination of such material/information through website etc. The collaboration of the IUCN/APCEL/UNEP initiative will also be sought;
- | mechanisms need to be found to meet members' education and communication needs, both within and outside mandate;
- | it is recommended that in order to be able to meet the mandate to disseminate information on participatory PA management, IUCN Nepal act as the focal point for collecting experiences;
- | in order to involve key government persons and follow up recommendations, it is suggested that members use the report of the Bangkok

- Workshop on Communication and Education Strategies for Ministries of Environment and Potential Partners; and
- | it is recommended that the SASEANEE Secretariat work with country focal points to collect experiences from members, and bring out a publication on their experiences of changing consumption patterns. A website on this also needs to be considered.

## Emerging Priorities

- | to increase the use of information technology;
- | effort is needed to identify country-specific education and communication needs;
- | ability to respond with education and communication inputs in cases of natural disasters and crises; and
- | to strengthen networking among and between Commissions, membership and Secretariat, as well as inter-regional CEC networking.

## Group 5: Institutional Development and Capacity Building

Dr. Robert Fisher  
RECOFTC

### Mandate

"Developing national and regional strategies for...capacity building and institutional support, a process mostly led by IUCN regional and country offices in collaboration with governments and non-government organisations." (Triennial Programme).

"Capacity building support in technical as well as institutional aspects for implementing conservation policy and management options in specific contexts." (Triennial Programme)

"Increase investment in building the capacity of IUCN members and partners in the region, as the principal component of IUCN's facilitating role." (Triennial Programme)

"To strengthen capacity in the IUCN Secretariat (especially its regional and country offices), members and Commissions to assist countries in preparing and implementing national planning efforts relevant to biodiversity, such as national biodiversity

strategies, action plans, and reports called for under the CBD.” (Biodiversity Policy Programme)

### **Other Specific Mandates**

- | monitoring and evaluation aims to develop an evaluative culture within IUCN at international, regional, national and project level;
- | membership, Commissions, Secretariat, partners governance and reform in civil societies;
- | gender issues;
- | South and Southeast Asia;
- | establish national and regional structures that integrate Commissions, members and the Secretariat in programme conception, delivery and monitoring; and
- | promote platforms that can bring together governments and NGOs at a national level and on the regional level for resolving technical and scientific management questions relating to particular international and transboundary issues.

### **Progress**

- | capacity building varies across the region, particularly depending on the presence of an IUCN country office;
- | the IUCN network in the region is not geared to capacity building and institutional development initiatives;
- | there is generally good capacity building within the IUCN Secretariat;
- | there is little evidence of capacity building and institutional development among the membership and no evidence as far as the Commissions are concerned; and
- | depending upon resources, the IUCN Secretariat has provided capacity building and institutional development support to its governmental members, but much less for non-governmental members.

### **Factors Affecting Progress**

- | the new Regional Directorate has only been operational for the past two years; and
- | the recent regional economic problems have not encouraged capacity building.

### **Monitoring and Evaluation**

The group was unable to comment in detail on the efficacy of building an evaluative culture in IUCN. Although the Secretariat has stated that there is an

evaluative culture this is less clear to members. There is concern that more environmental monitoring is needed.

There was a suggestion that the secretariat could be evaluated by members (which would make it more membership-driven). Regular feedback should be sought by the membership on the Union's monitoring and evaluation programme.

### **Gender**

IUCN has not been aggressive enough on gender issues. Although women in South Asia are visible there is inadequate substance in terms of involvement in decision-making.

### **Communications**

- | there is a need for systematic sharing of information about members' capacities—a first step in capacity building;
- | capacity building and institutional development can only take place if the membership, Commissions and Secretariat know what the current situation and status is, and what the strengths and weaknesses of the Union are;
- | IUCN is not visible in coordination/facilitation between countries (good relationships often exist but not facilitated by IUCN); on transboundary type issues, IUCN could play a mediation role;
- | the SAARC forum should be used to move the regional agenda on capacity building and institutional development; and
- | a regional newsletter would go a long way in promoting the regional agenda on capacity building and institutional development.

### **Regionalization Process**

This is in a transitional phase; there appears to be a lot of independence and flexibility.

### **Reviewing and Extending the Mandate**

Is the Secretariat responsible for the capacity building of the membership and Commissions? Who should secure resources for such initiatives?

The question was raised as to whether IUCN should extend the mandate for capacity development to include the capacity development of communities.

## Group 6: Regional Cooperation

Ms. Rebecca D'Cruz  
Ramsar Convention Bureau

### Mandate

"To consolidate the gains of decentralisation and regionalisation and pursue the process further in such a way that regional and national programmes enhance the involvement of members, Commissions and theme programme formulation and implementation process."

"Establish a national and regional for structures which integrate Commissions, members, and the Secretariat in programme conception, delivery and monitoring."

"Promote platforms which can bring together governments and NGOs at a national level and on the regional level for resolving technical and scientific management questions relating to particular international and transboundary issues."

### World Conservation Congress

Recommendation 1.38, Ecological Networks and Corridors of Natural and Semi-natural Areas: "WCC calls upon members to further the development of ecological networks."

Recommendation 1.61, Trade and Environment: "WCC calls on all States to consider ways of solving the problem of the implementation of weaker environmental standards by transnational firms outside their base country. WCC also calls for stronger collaboration with the World Trade Organisation."

Recommendation 1.62, Illegal International Trade in Forest Products: "WCC calls upon all members to support and promote an assessment of the extent of illegal trade in forest products and further research and monitoring to curtail illegal activities."

Recommendation 1.78, ASEAN Agreement: WCC asked for the ratification of the ASEAN Agreement on the Conservation of Nature and Natural Resources.

Recommendation 1.98, Environmentally Sustainable Development of the Mekong Basin: "WCC calls on the States of the Mekong Basin to devel-

op the river basin as a single ecosystem and to address development in a regional perspective."

### Assessment and Recommendations

- | ecological boundaries in the region do not correspond to administrative and political boundaries. The challenge lies in how to adjust IUCN boundaries to ecological systems/boundaries. Some progress has been made in terms of better networking and improved linkages, but mainly at the national level, not so much at the regional level;
- | some progress has been made in achieving the objectives set out by the WCC and Triennial Programme, but further improvement is needed, including the need to improve two-way communication between members, Secretariat, Commissions and councillors;
- | IUCN should carry out a strategic review of the Asia programme with a view to determining priorities in order to find its niche;
- | IUCN should enhance linkages with regional organisations—and these need to be strategic 'smart partnerships'. For example, it was suggested that IUCN could play a collaborative role with ASEAN, especially in relation to bringing the ASEAN Agreement into force. IUCN's strengths in scientific and technical expertise (especially through its networks and Commissions) could be matched to the needs of ASEAN. Other existing and potential partners include UNESCO, UNEP and other UN agencies, ICIMOD, WWF, Ramsar, the US 'Hubs', Asian Development Bank, World Bank, Mekong River Commission, SAARC, SACEP, and the Asia-Pacific Forum of Environmental Journalists;
- | IUCN needs to be sensitive to the effects of changing circumstances, for example, the current economic crisis.
- | communication between the different parts of IUCN needs to be improved. The role of Regional Councillors needs to be defined so that they can more effectively serve as a link between members, Secretariat and Council. IUCN needs to be more responsive in the use of languages in communication and consultation. The value of regular meetings also needs to be recognised, including the participation of parties from countries in the same ecological regions but not necessarily the same IUCN regions e.g., Yunnan in southern China has ecological links with the upper SE Asian

- countries; and
- l there is unanimous agreement on the need to establish a regional office, with a clear mandate, terms of reference and responsibilities. Such a regional office should absorb the present regional co-ordination office and its functions.

## **Group 7: Strengthening Policy for the Region**

Ms. Khawar Mumtaz  
IUCN Regional Councillor, West Asia

At the behest of the IUCN Asia Regional Directorate, a design team has begun work on the formulation of a Regional Policy Initiative for the region. The team is considering the place which policy currently occupies in the IUCN Programme for South and Southeast Asia, the range of policy tools and interventions available and the priority policy topics in the region. To be determined is how IUCN might best develop the optimal capacity within its programme to address policy challenges with, and on behalf of the members.

What is emerging from the work of the design team is the notion of a Regional Policy Network that would enhance the capacity of the IUCN programme to address the policy dimensions of local and regional issues. The network must also assist in improving the impact of the region's contribution to the global policy debate. A draft discussion paper has been drawn up by the design team and has gone through a number of rounds of comment within the ARD. It was felt the time had come to debate the premises, initial ideas and their implications with interested members, and more generally with the participants at the Regional Conservation Forum. On the basis of this, the discussion paper will undergo a further revision before being sent out for broad consultation among IUCN members and partners in the region.

At present, the proposal is to initially establish the network in the South Asian Region. This is both because the IUCN programmes are more solidly established in this sub-region, and because the sub-region is blessed with considerable policy strength, even if this strength is inadequately networked. On the basis of the experience gained in South Asia, the network would be expanded at the earliest opportunity to include the entire programme region.

## **The Workshop**

The workshop participants had draft document on a Regional Policy Network for South Asia as background. Discussion was organised around three topics:

- l the need for such a network;
- l priority topics; and
- l organisational considerations.

The group was small but participated actively in the discussion, and provided what can be regarded as the first feedback on the notion of such a policy network from the constituency which it is intended to serve.

## **The Need for a Policy Network**

There was a strong consensus that IUCN should devote greater attention to the policy dimension of its work, and that it should help build capacity within the region to deal with policy priorities. There is, in particular, a clear recognition that rapid global change is altering the premises for conservation in the region. The scope for government action is diminishing as authority escapes both upward to multilateral bodies, outward to the market, and downward to local government and civil society. Many of the key decisions affecting conservation are taken in multilateral forums such as the World Bank, the IMF or the World Trade Organisation, leaving many countries with little option other than to adapt to rules and agreements which they played little part in formulating. Even in the case of the environmental conventions, South Asian countries rarely achieve coherence and consistency in their policy positions, such as would allow them to have a major influence on the convention processes.

In the face of this situation, IUCN is well-placed to contribute to a solution thanks to its structure embracing both governmental and non-governmental members, its neutrality, and its international presence and profile. Thus, not only was the need for a new regional policy initiative endorsed (whether in the form of a network or not), but IUCN was encouraged to play an active role in advancing it.

The Regional Policy Network is seen as having three principal functions:

- l helping IUCN members address regional policy challenges within South Asia;

- | helping South Asian countries prepare for international policy processes and negotiations relevant to conservation; and
- | building capacity in Asia to contribute to, and influence major global policies which affect and in some cases determine prospects for conservation.

It should be stressed that the Regional Policy Network would not simply be a means of generating policy statements and positions. Rather it is a vehicle to strengthen capacity in South Asian countries to address the policy dimension of conservation, both within the region and internationally. It would have the further beneficial effect of favouring a coherent regional contribution to policy formulation within the wider IUCN family.

### **Priority Policy Issues**

The discussion was based on an illustrative list of possible topics included in an annex to the discussion paper. It was not intended to draw up an initial menu for the Regional Policy Network, but to glean a sense of the balance between international and regional topics, and between topics relating to global policy issues on the one hand, and those more immediate to conservation on the other.

The discussion, in identifying a very broad range of issues on which policy clarity and creativity were badly needed, demonstrated that there is considerable scope for a policy network. The principle was adopted that the Network, once established, should self-select the topics of concentration to a considerable extent and remain demand-driven. At the same time, the Network would play a valuable role in bringing to the attention of the IUCN constituency in South Asia, important new issues perhaps not yet fully on their radar screens. Thus, it

should be demand-driven, but with scope for leadership.

The group did not feel it useful to make too much of a distinction between a focus on the regional aspects of an issue and its international dimensions. They felt instead that the Network should, with respect to any of the topics it covered, work in an integrated fashion at all levels that were appropriate.

### **Organisational Questions**

The group largely endorsed the proposals of the design team, while noting that the structure should be kept flexible and should be adapted in light of initial experience. The notion of a light and loose structure for the Network was strongly supported. The Network would be overseen by a senior-level Advisory or Steering Committee, whose task would essentially focus on guiding the development of the initiative, and advising on issues which will inevitably arise as it evolves. The Network itself would be organised around semi-permanent Working Groups, or time-limited Task Forces, depending on the requirements of the topic. A full-time Network Coordination capacity would have to be installed in the IUCN Secretariat in the region, with focal points in each IUCN programme.

The group felt that a goal-statement should be added to the discussion paper. It should be along the following lines: "to help ensure that the State and civil society in South Asia are informed, able and willing to formulate, influence, or adapt policies—whether at the global, regional or national levels such that they advance the IUCN mission."

Finally, the group endorsed the forward process for this initiative.



# Day Four: Discussion of Reports

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In response to two questions from the floor on hunting and sustainable use, in particular the use of modern weapons and the impact on single species, Dr. Javed Ahmed (IUCN) stated that sustainable use is not just about hunting. It covers all wild, faunal and botanical natural resources. He agreed that modern methods of hunting or harvesting can be detrimental. The basis of the concept was to promote the long-term sustainable use of natural resources by the people who control them.

Mr. Mahfuz Ullah (Bangladesh) noted that workshop reports had been prepared by the Secretariat, whereas there should have been an independent evaluation by the membership. In the case of the Commission on Education and Communication, the responsibility for designating a focal point should be given to the organisation, not to an individual.

Mr. S.K. Mukerjee (India) stated that in relation to sustainable use, detailed information was needed on species and habitat. He asked how the quota system in Sabah worked—whether there was enough information to determine the quotas. Tengku Adlin (Sabah) replied that the Sabah quotas related to the hunting of deer, and that surveys had been undertaken since 1974, and every two years since. Mr. Effendy Sumardja (Indonesia) noted that although the sustainable use concept is difficult to implement, a start has to be made. Dr Javed Ahmed (IUCN) stated that it is not just a question of promoting use but sustainable use, and that presupposes knowledge of the structures and functions of ecosystems in order to determine sustainable levels of use. In addition, the monitoring of species and ecosystems is critical.

Mr. Surendra Sthapit asked how IUCN country offices could strengthen their programmes, policies and capacities. He also inquired about the effect of donor policies with respect to the availability of resources and funding. Ms. Aban Kabraji (IUCN) replied that donors have different approaches. IUCN policies are addressed by IUCN members at General Assemblies/Conservation Congresses. The Secretariat takes these recommendations and

policies and implements them at country and regional levels. This process is monitored by the Council. IUCN has undertaken expansion and investment at the country level in South and Southeast Asia, and also started to work at the regional level with ASEAN, SAARC, ADB, the World Bank and member bodies.

Mr. G.M.M.E. Karim (Bangladesh) asked why the houbara bustard was included in the Group 2 presentation and not other species. Mr. Kishore Rao (India/Regional Vice Chair WCPA) replied that these species received a specific mandate at the last WCC. Naturally, many other species are also important.

Ms. Massarrat Khan (Bangladesh) noted that with respect to intra-regional policy-making, there is a need to include gender issues, as women share the same problems as men. Ms. Khawar Mumtaz (IUCN Councillor, West Asia) stated that she agreed with this perspective.

Mr. Quamrul I. Chowdhury (Bangladesh) noted that “traditional wisdom” was missing from all group reports; that although green accounting has been introduced in Pakistan, Bangladesh and Nepal, it had not been mentioned—and this clearly needs regional cooperation. Mr. Kishore Rao, (India) responded that the need for collaborative management of protected areas came across clearly; that it forms part of the WCC resolutions, and is an issue that needs to be taken into the next triennium. He agreed that the green accounting initiative needed to be extended into other countries. Dr. Robert Fisher (RECOFTC) stated that the collaborative management aspect was very much intended as a recommendation, and that local knowledge should also be considered for monitoring and evaluation activities. Mr. Ambika Adhikari (IUCN) advised that IUCN Nepal has been implementing a green accounting initiative through assistance from the SDC biodiversity fund. A regional workshop will be convened in 1999; people will be notified about the details.

Mr. S.C. Sharma (India) stated that with respect to traditional wisdom and intellectual property rights, IUCN needs to do something about the patenting of natural products. Regarding the review of laws by Dr. Ramesh in India, the Government member needs to be informed—there needs to be better coordination between members and the State member in India. Professor Koh Kheng Lian (Singapore/IUCN Regional Chair ELC) responded that Dr. Ramesh had undertaken this work on his own initiative, through a Bar Association recommendation. A syllabus had been developed for use in law schools. IUCN had been asked to provide advice. Dr. Scott Perkin (IUCN) advised that the Regional Biodiversity Programme was concerned about the issue of access to genetic resources, and had held a workshop in Madras to look at the implications of the CBD on genetic resource issues. Mr. Mark Halle (Switzerland) added that IUCN was implementing a global initiative on the relationship between the CBD and trade, and that there will be a workshop held in India on this issue in November.

Mr. Ali Akbar (Pakistan) noted that all seven groups had highlighted the need for “dovetailing” between various sectors and regions. To do this we need better communication and information. With respect to Dr Fisher’s group presentation and the reference to inter-country collaboration and the “good idea” that

it be “taken over” by IUCN, IUCN should rather share information and not necessarily “take over”. Dr Fisher responded that the intention was to point out that good collaboration already exists between, for example, India and Nepal (Chitwan) and Bangladesh (Sundarbans), and that it was a good opportunity for IUCN to be involved—not “take over”. Mr. Kishore Rao added that that was why communication focal points were proposed.

Dr. Scott Perkin stated that in response to Mr. Mahfuz Ullah’s earlier point on the monitoring of IUCN by the membership, the Regional Conservation Forum was an important mechanism for such monitoring—especially with regard to implementation of the WCC and Triennial Programme mandates. Ms. Meena Raghunathan (India) noted that while this was true for the membership, the Commissions were under-represented.

Mr. M. Mehboob Alam (Pakistan) brought to the attention of the biodiversity working group the point that soil erosion and desertification issues were missing from their discussion and report.

The Chair, Tengku Adlin, concluded the session by noting that members, by using the guiding principles of IUCN, can act on their own. In this way, the WCC resolutions could be realised much more quickly.

# Day Four: Plenary Proceedings

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## IUCN's 50th Anniversary

Mr. Jeffrey McNeely  
IUCN Chief Scientist

Mr. Jeff McNeely gave a brief presentation on the forthcoming IUCN 50th Anniversary Symposium to be held in France. In particular, he explained the structure of the symposium and the thematic workshops.

## IUCN Membership Development

Mr. Mark Halle  
Switzerland

Mr. Mark Halle explained that he had been asked by Mr. David McDowell, IUCN Director General, to develop a Membership Policy and Strategy. This responds to a mandate initially formulated at the IUCN General Assembly in Buenos Aires in 1994. It also arises from the clear trend in the evolution of the Union to seek ways for members to become more involved in the life of IUCN, and for the Secretariat to improve services to members. He then discussed an issues paper that he had prepared as part of this process.

The objectives of a Membership Policy and Strategy are to:

- | encourage evolution towards a membership which fully identifies with, and contributes to, the achievement of the IUCN mission;
- | strike the optimal balance between homogeneity and diversity in the membership;
- | strengthen appropriate engagement of members in:
  - the governance of the Union;
  - programme development and implementation;
  - policy setting and advocacy; and
- | orient potential applicants for membership and guide them on the appropriateness of their choice.

## IUCN's Capabilities

IUCN is recognised world-wide as an organisation uniquely capable of:

- | bringing different currents of thinking together in a neutral forum to seek common ground;
- | providing the scientific basis for the conservation and sustainable use of natural resources;
- | forging the links between the realities of achieving conservation on the ground and the policy framework which will make conservation possible in the long term; and
- | building the awareness both of conservation problems and of the solutions that are available to remedy them, and providing the information necessary to take action.

## Members and the Union

IUCN is a membership organisation. This statement has a meaning that goes well beyond the obvious fact that the Union possesses members. The Commissions receive their mandate from the members and their Chairs are elected by members at the WCC. The Secretariat is constituted under the Statutes and is answerable to the members, both through the Council and at the WCC. The members, collectively, have supreme authority in the Union—namely, the power to amend the Constitution and, in the worst case, even to dissolve the Union.

It follows that the members are at the core of the Union, and all components must meet the test of how well they advance the cause around which the members have come together to form the Union. The Membership Policy must, therefore, be considered one of IUCN's fundamental texts.

It is also important to reflect in a membership policy that there is more to IUCN than its members acting collectively. The Commissions have an existence of their own, and have developed a profile, programmes and networks that offer them scope for considerable influence and autonomy, admittedly within the framework of the mandate given by the members and under the leadership of the

Chairs the members have elected. However, between Congresses, the Commissions do not operate in any real sense under the direction of the membership except through Council oversight.

To a more limited extent, the same is true of the Secretariat. Its Programme, or at least its framework, is debated and approved by the membership and members have an increasing role in programme elaboration and implementation, particularly at the regional level. However, detailed programming, and its implementation, is devolved to the Director General under the supervision of the Council. The Secretariat also has considerable scope for budgeting, priority setting, staffing, and management, again under supervision of the Council. Therefore, the Secretariat advances the cause of the Union on behalf of the members, and increasingly with their guidance through intermediate structures (National and Regional Committees)—but not as their servant in any other than a rhetorical sense. The Secretariat is regarded by donors, the public at large, voluntary networks, and indeed by many members as a conservation force in its own right, effectively interpreting the will of the membership and pursuing the Mission on its behalf.

### **Leadership Versus Responsiveness**

While the Secretariat is expected to provide a range of services to members and respond to their needs, it is also expected to show leadership on behalf of the membership, especially at the global level. This leadership is most effective when it is based on the experience of IUCN members and IUCN programmes. Beyond this leadership role, a substantial, rarely-costed aspect of service to the membership resides in the daily contact of IUCN Secretariat staff (and Commission members) with individual members and groups of members.

A careful balance must be struck between a Secretariat and programme, responsive to the expressed needs of members, communicated upwards from the base by Regional and National Committees, and one that acts on the basis of its convictions, knowledge and experience, synthesised from a variety of inputs.

### **Purposes of a Membership Policy**

The purpose of the membership policy should be to clarify the place and role of the membership as a whole, of groups of members and of individual

members in the life of the Union. Additionally, it should set out how that place and role might be optimised in light of the common goal of achieving the Union's Mission, and how the optimal balance and interaction might be found among the components of the Union. This policy should be set in the context of a currently expanding membership, and of an increasingly decentralised structure, which, for the first time, offers IUCN the opportunity of closer interaction with a wide range of members on their home ground.

### **Basic Premises**

The relationship between any member and any association of which it is a part should be one of exchange of value. The member should gain from being part of the association, and the association should be enhanced by that member's presence. It is proposed that the fundamental reasons for a member to join IUCN be:

- | to support the cause which the Union represents; and
- | to assist the Union in achieving the Mission that the membership has assigned it.

It follows that the other components of the Union give the most value in exchange for this trust by doing their job well, namely by achieving progress towards the conservation of the integrity and diversity of nature, and ensuring the equitable and sustainable use of natural resources.

### **Members' Rights and Obligations**

The fundamental right of an IUCN member is the right to be part of it, to share in the common cause it represents, and to participate according to the rules set out in the Union's constitution. The key rights of an individual member include the right to:

- | nominate and elect candidates for IUCN office;
- | propose and vote on motions for adoption by the World Conservation Congress;
- | participate in the WCCs;
- | participate in National and Regional Committees of IUCN where these exist; and
- | receive IUCN publications and other information on a regular basis.

Therefore, most of the members' direct rights are exercised in the lead-up to and at the WCC. In the interim, these members' rights are largely exercised indirectly, through the Council. The new

Statutes, adopted in 1996, for the first time recognise and give a role to National and Regional Committees—structures developed by the membership to enable them to interact with and participate in the work of the Union more directly. The clear intention of the Statutes, adopted unanimously by the membership at the Montreal WCC in 1996, is that members should exercise their rights in the Union through particular channels.

With respect to obligations, members are called upon to settle their dues in a regular and timely manner, to support the Union and its Mission, and to act in ways that are compatible with it.

### **Membership Development**

In the past, IUCN allowed membership to develop at its own pace, with little encouragement from the Secretariat. With decentralisation and the rapid development of IUCN's presence in different parts of the world, this is now in a position to change. IUCN should seek to steer the further development of its membership so that it:

- | attains optimal diversity and balance consistent with the common purpose required to achieve the Mission;
- | reflects a diverse set of perspectives on, and approaches to, the conservation of nature and natural resources; and
- | attracts new recruits that will make a substantial contribution to achieving the different components of the IUCN Mission.

### **Membership Recruitment**

Criteria relating to several characteristics of potential members will have to be drawn up and included in the Membership Development Strategy, such as:

- | ensuring more complete geographical coverage and closing gaps in coverage;
- | ensuring that IUCN is well represented in countries of particular importance to the conservation of biodiversity;
- | the influence which potential members may bring to IUCN, allowing it to extend its reach and better promote its mission, for example, agencies with responsibility for macro-economic planning, for management of major stocks of natural resources, etc;
- | the multiplying power of organisations, for example, organisations that are themselves net-

- | worked or associations of members; and
- | achieving a balance within countries, among State, Government Agency and NGO members, and among members representing different currents of thinking on conservation.

### **Issues for a Membership Policy**

Membership issues must be settled by the members themselves. The following are some of the major issues, dilemmas or opportunities on which the members will need to express themselves in adopting a membership policy:

#### **Profile of IUCN Members**

Should IUCN be the global union of conservation organisations, or should it be the global union of organisations concerned with conservation? The 1996 Statutes tightened the membership criteria, especially in requiring applicants to demonstrate not simply a genuine interest in conservation and a relevance of their activities to it; they must now demonstrate that conservation is one of their fundamental objectives.

If these criteria are implemented in a strict and rigid manner, the effect will inevitably be to make IUCN's membership increasingly 'green'. While the Union may work in partnership with organisations in other closely related fields, these will not be part of the governance structure and will have limited influence on IUCN's basic direction, policies and programme priorities. However, it is becoming increasingly difficult to make a distinction between purely environmental aims and other aims of society, as demonstrated by the types of organisations applying for IUCN membership, particularly from the developing world.

#### **Homogeneity Versus Diversity**

Related to the above is the question of what mix of members is most likely to enable IUCN to make real progress towards the achievement of its Mission? If its mission is to influence societies, is it not better to have some targets of that influence on the inside, interacting with the consent and cooperation of organisations determining economic and social policy. Should IUCN close its doors to those interested in what conservation has to offer and who are willing to pay a membership fee for the privilege? Or is IUCN more likely to be credible if its membership is more homogenous,

its profile clear and easily understood, its voice undiluted?

A greener, more conservation-based membership will gain in coherence and homogeneity, but will lose the richness which diversity can bring. If the sense is that diversity is important, how broad should the criteria be cast, or how liberally should they be interpreted by Council in reviewing individual applicants? If there is a trend towards admission of a wide range of members, is there not a risk of IUCN's character and profile being diluted, leading to a dilution of its influence?

### **Size of Membership**

IUCN's membership has grown steadily over the decades and is now approaching 1,000 members. How big should IUCN be? Should it aim to grow as quickly as possible, on the grounds that more complete representation will enhance its influence, affording a better chance to achieve its Mission? Or is the burden of administering such a large membership, and organising WCCs with thousands of participants, an increasing distraction from the more basic work of implementing the Programme? Does it risk diluting coherence and the ability to take clear and strong policy stances?

Is it possible to define an optimal range for the size of membership, and to adopt policies and practices that will help IUCN move towards that range? Is it possible to envisage different levels or forms of membership (e.g., sub-national or local) with differentiated rights and duties?

### **Periodic Review of Members' Eligibility**

With the exception of non-payment of dues, it is rare for a member, once accepted, to be expelled or induced to leave from IUCN. While there is a modest but steady attrition rate, members need to demonstrate their eligibility only at the time of entry. This would seem to ignore the fact that organisations evolve, change policy and orientation, enjoy rises and suffer falls. Further, if the notion of exchange of value is taken seriously, it may be worth monitoring what members do to advance their Union's cause over time.

Should a periodic test of eligibility be introduced, along with clear procedures for repealing membership of those who, for one or other reason, no longer qualify?

### **Payment of Dues**

Full and timely payment of membership dues is the principal and most tangible obligation assumed by a body joining the Union. As a membership organisation, it is essential that members show their commitment to the cause that IUCN represents by settling their dues on a regular basis. While steps have been taken to lessen the burden on organisations in the poorest countries, or for members facing particular difficulties, members in General Assembly and Council have not deviated from the traditional insistence that rights in the Union are contingent on the member being in good financial standing.

The issue is not so much one of proposing a change in this practice, but rather how the Council interprets—and the Secretariat apply—the Statutes and Regulations, and the body of policy that has evolved. On the one hand, Council could instruct the Secretariat to apply the rules more strictly, without any particular effort being made to retain members in the Union unless they should request assistance. Alternatively, it could be recognised that the retention of certain members or groups of members, whose role is large in helping or enabling the Union to meet its Mission (e.g., State members, certain groups of NGO members) is essential and rules on dues payment should therefore be applied flexibly. Which of these approaches will lead to a stronger Union?

### **Relations with Organisations who do not Qualify**

The achievement of the Union Mission requires the Union to work closely with a range of organisations who, for all their interest in conservation, do not meet the criteria for membership or are prevented from joining for reasons of their own. While it is clear that the members steer the Union and determine its policy, is it not legitimate for these partners also to have some influence on the policies and programmes of the Union? Could the members envisage a form of associate membership, which might confer the right to be consulted and to offer input, but not voting rights as understood in the present Statutes? What kinds of organisations might be included in such a category?

### **Membership Services**

Over the past decade, as a natural response to IUCN's increasing decentralisation, there has been a growing demand on IUCN to bring immediate

and tangible benefits to the members in exchange for the dues paid by them. IUCN has been called upon to provide information, fund-raising advice and contracts, technical assistance, and partnership on projects, programmes or events.

While the relationship of members to their Union must be one of exchange of value, the fundamental reason to join IUCN is to support the cause that it represents. Beyond that, IUCN's programme and activities offer multiple opportunities for members to engage with IUCN on shared objectives. Most of IUCN's work, and most of the technical assistance it undertakes, benefits members directly.

However, the Secretariat cannot meet all the demands of individual members, especially as these are increasing steadily. The Membership Policy should underline the fact that a balance must be found between the Secretariat devoting resources to direct service to individual members, and other ways of pursuing the Mission on their behalf.

### **Intermediate Membership Structures**

Another set of issues concerns the desirable role for the 'intermediate membership structures': the National and Regional IUCN Committees, the Regional Advisory Councils, etc. While these structures are assigned a role in the Statutes, the full implications of the statutory changes have not yet been worked out and tested.

It is clear that the growing activism of these structures raises opportunities for IUCN to broaden and deepen the reach and influence of the Union. At the same time, this same activism has policy implications that will require elaboration both in the Membership Policy and in the Membership Development Strategy. Particularly important are those related to the right to speak for or take positions on behalf of IUCN, develop their own policies, and the risk of IUCN's voice becoming muddled and inconsistent.

### **A Policy and Strategy**

There is a further set of issues relating to application procedures, the interpretation of the Statutes on membership admission, practices relating to circulation of applications, how objections are dealt with, the range and quality of the services provided to members. These matters can most usefully be addressed in a Membership Development Strategy.

Once the broad lines of the Membership Policy have been agreed upon, a Membership Development Strategy should be drawn up in full consultation with the Council and membership as a whole. The issues paper, draft Membership Policy and draft Membership Development Strategy should be forwarded to the second WCC to be held in Jordan for debate and adoption.

## **Views from the IUCN Commissions**

### **Commission on Education and Communication**

Mr. Kartikeya Sarabhai  
Regional Chair South Asia

Mr. Kartikeya Sarabhai explained that CEC is based at the Centre for Environmental Education in India and focuses on capacity building programmes. It has courses that run for three months. In 1996, this included a special programme for government members. They have implemented special programmes at the request of countries e.g., Nepal, and the Maldives on topics such as waste management and interpretation. CEC needs focal points in the Secretariat to ensure that coordination occurs for workshops and other activities, for example. They also want members to interact in some components of CEC activities.

### **Commission on Environmental Law**

Professor Koh Kheng Liang  
Regional Chair Southeast Asia

Professor Koh Kheng Liang stated that the CEL focus in the Asia-Pacific region is on capacity building, and the establishment of APCEL in February 1996 has facilitated this approach. The ADB has provided funds for activities. As a result, IUCN, APCEL and UNEP designed a programme for environmental law teachers. The syllabus is suitable for the region and case studies from the region are used in the course. The project was considered successful and the ADB has asked IUCN to draft a follow-up programme and will assist in finding donors. APCEL has also completed a directory of environmental law experts working in the region. So far, seven members from APCEL have been invited to various countries to give presentations.

Through the APCEL database it hopes to be the regional centre for the IUCN Environmental Law Centre. The CEL work plan for 1999 considers what it can do for the region, and the problems that have been raised in the Forum workshops are very much part of the work plan.

## **Species Survival Commission**

Dr. Asad R. Rahmani  
Regional Focal Point

Dr. Rahmani noted that the SSC is the largest of the commissions, with nearly 10,000 members. Its focus is on individual species, identifying issues and strategies for conservation. As extinction rates of species are very high and the SSC agenda is to stop extinction, key questions include:

- | What is a realistic target?
- | Whole ecosystems or species?
- | How to know if SSC is succeeding?
- | Cover broad regions or target "hotspots"?
- | What are the priority ecosystems or species?
- | Global or regional?

In South Asia the issues for the next triennium include:

- | seeking bilateral and multilateral cooperation, especially for migratory species;
- | wildlife trade issues;
- | regional exchange of expertise;
- | transboundary protected areas;
- | animal diseases; and
- | development of a database on technical issues and dissemination of knowledge.

## **World Commission on Protected Areas**

Mr. Effendy Sumadja  
Regional Chair Southeast Asia

Mr. Effendy Sumadja stated that the WCPA is a unique commission, in that it operates on a ten-year cycle, through the convening of the World Park Congress. In 1982, the first congress was held in Indonesia, then in Caracas, Venezuela in 1992. In 1997, a mid-term meeting was held in Albany, Western Australia. Although originally established as the Commission on National Parks and Protected Areas, it was proposed to change its name at the IUCN General Assembly in Buenos Aires in 1994. This was confirmed at the IUCN

WCC in Montreal in 1996. WCPA operates on the basis of 15 regions that are different from the statutory regions, reflecting ecological, social and other factors. In 1994, a separate SE Asia Region was established. WCPA activities are planned through regional Action Plans. One has been prepared for South Asia and one for Southeast Asia is in preparation. The plans are formulated by WCPA members themselves. The focus in South Asia has been on capacity building, collaboration and transboundary issues; while in SE Asia a newsletter has been produced, and steering committees or national level WCPAs established where capacity exists. These are closely linked to IUCN National Committees that may exist nearby. There needs to be a clearly defined niche.

With respect to the Forestry Programme, cooperation is needed concerning the regional fire issue. IUCN should take the opportunity to study the issue and its linkage to protected areas. Also, there is the key issue of the economic crisis and its impact on protected areas management and biodiversity conservation. IUCN also needs to redouble its efforts with regard to the ASEAN Agreement and the heritage park concept. In conclusion, it was announced that the 2nd Regional WCPA Meeting would be convened in Lao PDR in December 1999.

## **Commission on Environmental, Economic and Social Policy**

Mr. Sharukh Rafi Khan  
Regional Chair South Asia

Mr. Khan noted that the Commission had been restructured after the World Conservation Congress. CEESP works at both global and regional levels. In South Asia, the Commission has a network based on specific topics. An important approach is that views from the South feed into the Commission. A newsletter is produced, with a number of thematic working groups.

## **Commission on Ecosystem Management**

Professor Edward Maltby  
Commission Chair

Professor Edward Maltby stated that an emphasis on ecosystems and species is no longer sufficient. The needs of people and the human aspect need to

be included. Therefore the basis of concern of the Commission on Ecosystem Management (CEM) is to understand both human and natural systems. There is a need to translate the expertise in CEM into the work of the Union.

The key objectives of CEM are:

- | improving the understanding of ecosystem management;
- | convincing decision-makers of the relevance of the ecosystem approach to conservation; and
- | facilitating the implementation of integrated ecosystem management principles.

There is a need for ecosystem management to:

- | support people;
- | maintain maximum biodiversity;
- | maintain genetic traits;
- | maintain ecological functions and bio-geo-chemical cycles;
- | keep future options open; and
- | maintain aesthetic values.

The unique value of the CEM is that it will:

- | act as an interface/filter between science and the implementation of guiding principles on ecosystem management;
- | be able to bring issues to the attention of the Programme Committee of the IUCN Council;
- | be promoting and spotlighting ideas about ecosystem management;

- | be ideally placed with access to existing IUCN networks and to IUCN members in almost every country in the world; and
- | maintain a high standard and credibility of scientific advice and information.

Four principles will underpin the CEM working arrangements:

- | support members' needs;
- | task specific orientation;
- | adaptive and flexible to regional needs; and
- | collaborative approach.

## Discussion

Mr. Quamrul I. Chowdhury, FEJB Bangladesh, raised an issue concerning action that could be taken against the Monsanto company and pollution. Prof. Maltby advised that this would be more appropriately taken up through Regional Councillors.

A representative of the Malaysian Department of Wildlife and National Parks asked for IUCN's assistance in establishing transboundary national parks. Mr. Sumadja replied that IUCN's role in this situation was not clear. Support has been received from ITTO for the Borneo transboundary protected area, and IUCN members have been working on this. Mr. Sumardja added that the IUCN regional programme and Secretariat needs to be better known in the region in order to facilitate dialogue on such issues.



# Day Four: Closing Session

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## Regional Advisory Committee

Ms. Khawar Mumtaz  
IUCN Councillor

Ms. Khawar Mumtaz spoke about the value of having a Regional Advisory Committee (RAC), as a tool for creating regional cohesion, mutual understanding and to enable the cross-fertilisation of ideas. One of the difficulties is how to create cohesion in a region as large as East Asia. Although there are natural groupings based on history and society, something is needed to catalyse these groups. The idea of an RAC is to focus on programming and to create linkages. Currently, a RAC exists for West Asia, North Africa and Central Asia. Membership comprises people who have been, or are, close to IUCN. Each region has a member on the RAC. A RAC would be a good mechanism for East and Northeast Asia, with four councillors, that could form the hub of a cross-region committee. An Asia Biodiversity Committee already exists.

## Statements for IUCN's 50th Anniversary Celebration at Fontainebleau

Ms. Akiko Domoto gave the floor to Ms. Syeda Rizwana Hasan, BELA (Bangladesh), to read the statement that had been prepared during the meeting of interested women participants that had convened out of plenary. In doing so Ms. Domoto noted that the gender perspective was extremely important in dealing with environmental issues. The statement is reproduced below.

### A Gender Message for the Fontainebleau Celebration

A special consultative meeting of the women participants of the Regional Conservation Forum for South and SE Asia was held on October 2, where-

in the participants raised a few gender issues for specific mention during the celebration of the 50th Anniversary of IUCN.

Gender issues were raised as significant for the region and for IUCN as a whole. Women often do not enjoy the same rights as men with regard to rights over resources and property. They are disproportionately affected by environmental disasters and have specific health concerns resulting from pollution. Their contribution to management of the environment is often overlooked by international organisations and governments.

Participants at the meeting felt strongly that IUCN must take leadership in rectifying this situation. This must be done not only by refocusing the environmental issues being taken up by the Union to include a gender perspective, but the very structure of the Union and its members must reflect the invaluable contribution women make to supporting a healthy environment.

The awareness of both women and men must be raised to recognise the need for more equitable representation of women. These issues do not belong to women alone, but require the re-evaluation of the power structures in which men and women participate.

The participants at the Regional Conservation Forum have begun to take concrete steps to address gender issues in the region. We are establishing a network through which we can exchange information and strategies to promote more equitable measures for environmental conservation. We hope that IUCN will support this endeavour in a comprehensive manner.

Ms. Domoto then asked Prof. Le Quy An, IUCN Regional Councillor, to present the draft prepared by him as a message from the region to the Fontainebleau celebration. The statement is produced below.

## A Message from the Asian Region

The 21st century promises to pose even greater challenges for the world environment than those we have been addressing during the past decades. Population is growing, and the UN estimates that by the year 2020 more than eight billion people will live in the world. Most of these people will live in cities, having moved from rural areas. In doing so, patterns of consumption and resource use change, and the demand for energy and natural resources will therefore increase exponentially. Poverty is a key issue, which the world will have to deal with during the next century; access to clean water will be another cause for insecurity and conflict in the coming decades.

IUCN cannot restrict itself to narrow definitions of conservation of nature and natural resources if it wishes to make a difference on the global scene. The Union initiated the concept of sustainable development, and has tried to implement this through a number of programmes and activities during the past 20 years. During the next century, IUCN should redefine the essence of sustainability, by recognising the rapid changes occurring in the world and by adapting its approaches and methods to these emerging challenges. It must reinforce its membership to address issues like poverty alleviation and urban development, equity of resource allocation, consumption patterns and other development issues, and effectively influence policy and decisions that can have major impacts on how resources are used.

Therefore, it is imperative for IUCN to consolidate existing partnerships, and to broaden its constituency. Particular groups of society with which IUCN needs to build a more effective dialogue are the private sector, the international funding agencies and the emerging political, economic and development institutions and their networks.

The IUCN Secretariat must continue its process of decentralisation of programmes and devolution of responsibilities from its Headquarters in Switzerland, to the Regional and Country Offices in the southern part of the world. At the same time, the Headquarters must become more effective in advocating global issues.

Against this global background, the Asia Region has many unique issues to address and contributions to make. The Region is blessed with an enormous variety of ecosystems and species of flora

and fauna. These natural resources are used in different ways, and there is a significant range of land use and resource use patterns, as well as high agricultural diversity. Asia is also the most populated region of the world, and it is estimated that by the year 2000, 60% of the world's population will live in Asia. These high population figures go hand in hand with an enormous diversity in culture and lifestyles. Asia's cultural diversity is an irreplaceable part of the wisdom of humanity and IUCN must work to maintain these cultural values as well as the natural resources.

Asia contains a number of the recently emerging industrial and economic powerhouses in the world. Environmental conflicts are inherent to accelerated industrial development. The recent economic slump in Asia has only escalated the pressure on the environment, as the competition for scarce resources has become more critical.

Because of the scale of issues in the Asia Region, we believe that in the twenty-first century, events in Asia will be pivotal in defining the future of humankind, and the well-being and security in Asia will be a prerequisite for the well-being of the world.

This counts in particular for the state of the environment and the natural resources in Asia, as many of the highly developed countries in Europe and America depend on goods and services from Asia. At the same time, the tropical forests of Southeast Asia are, together with the Amazon Basin in America and the Congo Basin in Africa, one of the main carbon sinks of the world.

In the same vein, we believe that a healthy and vibrant IUCN Asia Programme is essential for the global Union, and we look for support and guidance in the strengthening of this programme. For our part, we will continue to mobilise political will, environmental expertise, local knowledge and commitment to the mission of IUCN.

During the Regional Conservation Forum held in Kota Kinabalu, Sabah, Malaysia from September 28 to October 2, 1998, participants agreed on a number of crucial issues. The more than 140 participants at the meeting, comprised most of the members of IUCN in Asia, the elected Councillors who represent the membership from the region, Commission Chairs, Vice-chairs and members, the IUCN Asia Regional Directorate staff and representatives from key partners and donors.

The participants reviewed the progress that was made in the region since the first World Conservation Congress in Montreal, Canada, in September 1996. We are pleased to note that significant steps have been taken to strengthen the regional operations, although we still lack a full-time regional office for Asia. We also applaud the efforts that have been made to promote interactions and consultation between IUCN staff, members and Commissions. Finally, we recognise and support a significant increase in programmatic interventions, and in project development in the region.

The Asia Regional Directorate, in collaboration with regional partners, will take the lead in the preparation of the programme for the next three years and beyond. We expect to tackle some recent regional issues like forest fires, financial stability and security, as well as global issues of significance, and will endeavour to develop a programme which will serve Asia, and which will positively affect the global union.

If we get it right in Asia, the world will benefit. If we fail in Asia, the world will be a worse place to live in.

## **South and Southeast Asia— One or Two Regions?**

Ms. Aban Marker Kabraji  
IUCN Regional Director,  
South and Southeast Asia

Ms. Aban Kabraji noted that it was not necessary to resolve the issue of one or two regions at the RCF. There was scope to continue the dialogue, through members' meeting in countries and at the next WCC in Jordan. In looking at the definition of the region there are many ways of working together. The statutory regions are important for Councillors, but otherwise there are options based on thematic and administrative divisions. In terms of looking at South and Southeast Asia as one or two regions from the point of view of size, geography, culture and the number of members, it would be simpler to have two regions. However, in the workshops that were held the previous day everyone decided not to split into South and Southeast Asia groups. So, either it is not time to divide yet or everyone has really enjoyed working together.

In practical terms, there are no funds for one regional office, let alone two. However, other mechanisms could be explored.

## **Discussion**

Mr. Kartikeya Sarabhai, IUCN Regional Chair CEC, stated that the issue of whether or not to divide the region should not only be based on convenience. There is a desire to share experience and gain insights by interacting together. While cultural diversity is high, links between South and Southeast Asia were much stronger in pre-colonial times. Connections need to be made through the Commissions. There is a commonality in certain issues—even if there are not necessarily common solutions. On this basis, Mr. Sarabhai stated that he was a strong advocate of not breaking up the current regional structure. In fact, he would take it further and suggest that Northeast Asia should be part of the next regional meeting.

Mr. Wynand van Ijssel, Netherlands Embassy, Hanoi, noted that the platform of IUCN is unity, especially in bringing together government and non-government entities. In order to address specific concerns/issues, IUCN could perhaps work at sub-regional levels, for example, on trans-boundary issues in Vietnam, Lao PDR, Cambodia and Thailand; or focusing on the issues affecting island nations.

Mr. Mafuz Ullah, CFSD (Bangladesh), suggested that if there was more flexibility in programming, IUCN could respond to issues better. With respect to the Fontainebleau message, he suggested that there should be a brief reference to the regional economic crisis which, if not corrected, would have a major impact on conservation, as basic survival issues come to the forefront of people's concerns.

## **The Way Forward**

Ms. Aban Marker Kabraji  
IUCN Regional Director,  
South and Southeast Asia

Ms. Aban Kabraji addressed the need to plan ahead following the Forum. She stated that the Secretariat needs a clear direction from the membership on priority areas of focus, particularly relating to issues and sectors that can lead to refined programming. The working group discussions have

been extremely useful in this process and will be included in the meeting report. In furthering the outcome of the meeting, the following process will be implemented:

- | a draft presented to members and discussions held in-country, facilitated by the Regional Coordination and Country Offices and/or Councillors where no CO exists;
- | the aim will be to turn around responses by the end of the year and have the meeting report adopted by the beginning of 1999 so that it will be validated for the Jordan WCC in 2000; and
- | once the programme is approved meetings can be held with members on implementation.

### **Convening the Next Regional Forum**

Ms. Kabraji stated that in view of the need to report on implementation of the programme, and therefore the need to have time for monitoring reports, 12-18 months would be needed for the review. She suggested that on this basis the next RCF could be held early in 2000. There is a need for a regular cycle of meetings with member to build interaction and monitoring.

At this point Mr. S.C. Sharma, Ministry of Environment and Forests, India, took the floor. On behalf of the Government of India, Mr. Sharma offered to host the next Regional Conservation Forum. Ms. Kabraji, on behalf of the Secretariat, said that she was delighted to accept this kind offer. She noted that by then, the membership will have expanded even more. On this basis members should give serious consideration to setting up a Regional Advisory Committee. This would help the Secretariat in organising the next meeting, enabling members' own ideas to be built into the meeting format and content. Forum meetings should be alternated between South and Southeast Asia—this will assist in the exchange of ideas.

Ms. Domoto, the Chair, then thanked Ms. Kabraji for the successful outcome of the meeting.

### **Closing Remarks**

Ms. Akiko Domoto  
IUCN Vice President

Ms. Akiko Domoto offered congratulations to everyone for a successful meeting. She especially thanked the Honourable Minister of Science, Technology and Environment of Malaysia, the Right Honourable Chief Minister of Sabah, the Honourable Minister of Culture, Environment and Tourism of Sabah, the donors who supported the meeting, the staff of the Government of Sabah, the Malaysian membership, the IUCN Commission Chairs and Vice-chairs, Ms. Aban Kabraji, Dr. Zakir Hussain and ARD.

It was noted that Asia is home to half of the world's population and there is an urgent need to balance conservation and development. IUCN has a large role to play in this, and there is a need for close links within IUCN across the regions. This can include closer links between South and Southeast Asia and Northeast Asia, and even West Asia. In Asia there is a history of diversity, as well as common beliefs on nature.

For IUCN to succeed there must be an improvement in communication—information sharing and ideas between Country Offices, members and Commissions. It was gratifying that gender issues were discussed in many of the working groups. There is a need for integrated approaches to environment and development issues. IUCN's role in Asia is very important, but we must link and synergise the work of members. Asia is a 'hotspot' for IUCN therefore the IUCN programme in Asia must be strong.

When Ms. Domoto concluded her closing remarks, Mr. Ashish Banerjee, INTACH, India, took the floor and thanked Ms. Domoto for her charm and gentleness throughout the meeting, and for participating in the Forum. He also thanked Ms. Kabraji, Dr. Hussain and the IUCN Bangkok staff.