

# Resolutions and Recommendations

World Conservation Congress

Montreal, Canada  
13–23 October 1996

IUCN – The World Conservation Union  
1997

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## **1.1 Decision-Making by the World Conservation Congress**

RECOGNIZING that the Statutes of IUCN require each session of the World Conservation Congress to consider and approve the Programme and financial plan for the period until the next ordinary session of the Congress;

AWARE that this draft Programme and financial plan must be prepared through a process of interaction with and consultation of the membership;

AWARE also that the World Conservation Congress is required to determine the mandates of the Commissions and that these too are the subject of consultation, especially with Commission members;

COMMENDING the consultative process used to prepare draft revised Statutes, Regulations and Rules of Procedure of the World Conservation Congress as a precedent which should also guide the collaborative development of the Programme and Commission mandates;

NOTING that the Council has established a Programme Committee which could play a central part in overseeing the process of preparation of the Programme and Commission mandates;

RECOGNIZING the need to avoid duplication between the documents defining the Programme of the Union and the mandates of the Commissions and the separate Recommendations and Resolutions adopted by the Congress;

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

1. REQUESTS the Council and the Director General:
  - a) to strengthen the process of consultation with the membership on the draft Programme and financial plan so that they deal in a comprehensive, balanced and financially practical way with the priorities expressed by members;
  - b) to ensure that the draft mandates for the Commissions put forward for approval by the World Conservation Congress are also prepared in consultation with the membership and set out clearly and thoroughly the objectives, priorities, structure and organizations of each Commission;
  - c) to ensure that members have adequate opportunity to propose amendments to the draft regional and thematic programmes and to the mandates of the Commissions so that it ceases to be necessary for them to bring forward separate motions on these subjects to the Congress;
2. REQUESTS the Director General, as far as practicable, to estimate the costs of proposed amendments to the programmes of IUCN and of the Commissions, and to make this financial information available to the World Conservation Congress at the time when the amendments are considered.

## **1.2 Use of the Official Languages of IUCN**

NOTING the importance of motions submitted to the World Conservation Congress by IUCN members in defining IUCN policy;

REALIZING the need for equitable participation by IUCN members in the discussion of motions;

CONSIDERING that the official languages of IUCN are English, French and Spanish;

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

REQUESTS the Council to review IUCN's language policy for the next World Conservation Congress so that during discussions of motions and within available resources;

- a) the requirement to use the three official languages in discussions and documentation be upheld;
- b) simultaneous interpretation be provided for contact groups where essential so that the members can participate equitably.

### **1.3 Commission on National Parks and Protected Areas, now called the World Commission on Protected Areas**

RECALLING Resolution 19.2 of the 19th Session of the IUCN General Assembly, on the role of the IUCN Commissions, which, *inter alia*, called for the strengthening of the Commissions as important agents in the pursuit of the IUCN Mission;

WELCOMING the accord reached at the Commission “summit” at Sonloup, Switzerland, in February 1995, and especially the agreement which emerged from that meeting about the need for closer working between all parts of IUCN;

RECALLING also Resolution 19.4 of the 19th Session of the IUCN General Assembly, on National Parks and Protected Areas, which, *inter alia*, called for the development of a strategic plan for the Commission on National Parks and Protected Areas (CNPPA);

NOTING that the CNPPA strategic plan was adopted earlier this year after a process of extensive consultation among Commission members and partners;

NOTING also the report of the Chair of CNPPA on the Commission’s work over the past triennium, and that this report emphasizes the increased cooperation between CNPPA and other commissions and IUCN partners;

TAKING ACCOUNT of the findings of the in-depth review of CNPPA undertaken for the World Conservation Congress in accordance with the terms of Resolution 19.2 (4(d));

TAKING SPECIAL NOTE of the central role accorded to protected areas in the Convention on Biological Diversity, especially through the preparation of national biodiversity strategies and action plans which incorporate protected area systems plans;

NOTING with appreciation the action of the Director General in ensuring an increased level of staff and financial support for the Commission during the first two years of the triennium;

BELIEVING that CNPPA should be one of the principal means by which IUCN should contribute to implementation of the Convention on Biological Diversity and other programmes;

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

1. DECIDES that the Commission shall henceforth be named The World Commission on Protected Areas (WCPA);

2. ENDORSES the Strategic Plan of WCPA as a programmatic means to promote appropriate action and coordination by IUCN and the protected areas community with the goal to:

“promote the establishment and management of a worldwide, representative network of terrestrial and marine protected areas as an integral contribution to IUCN’s mission”;

and WCPA’s vision to establish itself as:

“the world’s recognized source of guidance, support and expertise on protected areas”;

3. WELCOMES in particular:

a) the target audiences and objectives of the plan;

b) the activities set out at global, regional and national levels, as follows:

i) global: development of world “best practice” protected areas guidelines; development of a worldwide park collaboration programme (PARKSHARE); support for the collection, management, dissemination and application of protected areas information, including collaboration with the World Conservation Monitoring Centre in the establishment of the Protected Areas Resource Centre (PARC) and the Biodiversity Conservation Information System (BCIS), support for global conventions and initiatives; the implementation of the global theme programmes on marine and mountain protected areas; and the organization of the 10-year World Parks Congress;

- ii) regional: development and implementation of WCPA regional programmes and action plans, both to strengthen protected areas systems in the regions and to reinforce the work of WCPA at the regional level; and also support through such programmes and plans for regional conventions and for the environmental activities of regional inter-governmental and non-governmental institutions;
  - iii) national: formalization of a WCPA review and evaluation service, and provision of selective advice on national systems planning;
  - c) the programme for implementation, including: the development of WCPA membership; the strengthening of the Commission's structure; the development of partnerships within and beyond IUCN, including through the establishment of a Protected Areas Round Table with WCPA's principal global partners; the marketing of the strategy and the completion and implementation of a communications strategy for WCPA; and the arrangements for monitoring and review of progress;
4. WELCOMES also:
- a) the action of the Commission in working closely with IUCN members at regional level and in developing closer links and joint activities with the Regional and Country Offices of IUCN;
  - b) the steps taken to collaborate more closely with other Commissions, for example with the Species Survival Commission (SSC) in the development of BCIS and the establishment of National Biodiversity Groups in some countries in South America, and with SSC and the Commission on Ecosystem Management in collaborating in a meeting with IUCN's members in the North Africa/Middle East region;
5. URGES the Chair of WCPA and the Director General, within available resources, to build on those connections in the further development of both WCPA's programme and the Regional and Country Office programmes, in particular through the development of regional action plans for protected areas, and the appointment of staff in the Regional and Country Offices to work closely with WCPA;
6. STRONGLY SUPPORTS the Chair of WCPA in establishing a fund-raising initiative to help provide the finance needed to implement the strategic plan;
7. REQUESTS the Director General, within available resources to ensure:
- a) that WCPA is invited to play a full part in developing and implementing the biodiversity programme of the Union;
  - b) that funding for the Commission's Operation Fund should, as soon as possible, be made commensurate with the minimum required for the effective operation of WCPA as a functioning network.

## 1.4 Species Survival Commission

RECOGNIZING that the many and diverse achievements of the IUCN Species Survival Commission (SSC) and its ongoing effectiveness have established IUCN as the recognized world leader on species conservation issues;

EMPHASIZING that IUCN needs to maintain and enhance this leadership position as a matter of very high priority in order to conserve biological diversity globally even as detrimental pressures on the environment increase, and to ensure that biological perspectives are properly represented in ongoing debates about the course of sustainable development;

RECALLING Resolution 19.3 of the 19th Session of the IUCN General Assembly, on the Species Survival Commission, which requested the SSC Chair to guide the process of developing an SSC strategic plan, and that after consultation with key interested parties this strategic plan was adopted by the SSC Steering Committee in November 1994, covering the period 1994–2000;

NOTING that the strategic plan of the SSC is designed to enhance IUCN's position as the global leader in biodiversity conservation, through continued improvement in the excellence and delivery of needed products, through strengthening and extending the global network of SSC volunteer experts, and by building an even more effective programme on species conservation;

REAFFIRMING the important programmatic links between SSC and other IUCN programmes, in particular the biodiversity programme and those of the World Commission on Protected Areas (WCPA) and the Commission on Ecosystem Management (CEM);

WELCOMING SSC's lead in the establishment of cross-sectoral programmes such as the IUCN Sustainable Use Initiative (SUI);

APPRECIATING the positive review that SSC received during the recent external review of the IUCN Programme;

AWARE of the need for SSC to continue to participate in the decentralization process within IUCN;

ALSO WELCOMING the moves taken by the SSC to restructure the governance and management of the Commission;

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

1. ENDORSES the SSC mission, strategic objectives and goals;
2. ENDORSES the initiatives of the SSC leadership to address the management and support needs of this very large network of volunteers by restructuring the governance of the Commission;
3. CALLS UPON IUCN members to look for opportunities to form collaborative links with the SSC including staff secondments, core support and project grants, with a view to increasing the human and other resources available to implement the SSC strategic plan;
4. EMPHASIZES the need to increase the basic support provided to the SSC Secretariat in order to serve the SSC network more adequately, and thereby strengthen the capacity of the SSC membership to gather and disseminate information, set conservation priorities, communicate priority recommendations, stimulate action appropriate to the priorities, develop policies and provide advice for the conservation of biodiversity;
5. REQUESTS the SSC, within available resources, urgently to complete its review of the IUCN Red List Categories and Criteria, in an open and transparent manner, in consultation with relevant experts, to ensure the Criteria are effective indicators of risk of extinction across the broadest possible range of taxonomic categories, especially in relation to:
  - a) marine species, particularly fish, taking into account the dynamic nature of marine ecosystems;
  - b) species under active management programmes;
  - c) the time periods over which declines are measured;

6. URGES the SSC to make users of the IUCN Red List of Threatened Animals more aware that the listings for some species of marine fish are based on criteria that may not be appropriate for assessing the risk of extinction for these species, and to indicate that the criteria are under review;
7. ENDORSES the new programmatic initiatives being carried out by the SSC in fulfilment of the strategic plan, in particular:
  - a) the development of a species conservation information system in collaboration with other IUCN programmes;
  - b) the development of new ways of networking at regional and national levels, in collaboration with WCPA, Regional and Country Offices of IUCN, and others, with the objective of:
    - i) strengthening the capacities of regional members of SSC and thus strengthening biodiversity conservation initiatives at national and regional levels;
    - ii) enhancing national efforts to implement the Convention on Biological Diversity, the Pan-European Biological and Landscape Diversity Strategy and the Bern Convention on the Conservation of Wildlife and Natural Habitats in Europe;
  - c) the application of the new IUCN Red List Categories in the IUCN Red Lists and promotion of their appropriate use in other documents and their utilization at the regional, national and sub-national levels, taking into account the review of Red List Categories and Criteria;
  - d) the development of a transparent process governing the addition and removal of species from the IUCN Red Lists on an ongoing basis, in particular when the species in question is not covered by a Specialist Group;
  - e) the development of a stronger specialist network on marine species and on the development of a more integrated approach to conservation of marine biodiversity in collaboration with WCPA, the IUCN marine programme and other parties.

## **1.5 Definition of a Gender Policy for the Union**

RECALLING that the World Conservation Union has an equal opportunity policy and that the Convention on the Elimination of all Forms of Discrimination against Women, the Declaration of Human Rights and the Beijing Declaration, as well as Chapter 24 of Agenda 21, encourage equal and effective participation by women on an equal opportunity basis;

CONVINCED that, at the world level, it is necessary to:

- a) recognize that the equitable eradication of poverty requires a gender-focused approach in order to achieve sustainable development;
- b) redouble efforts to recognize the contribution of women to conservation and sustainable development;
- c) promote equitable access to and control of natural resources;
- d) promote the participation of women in decision-making processes at the local, national, regional and world levels;

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

REQUESTS the Director General, within available resources and under the guidance of the new Statutes, to:

- a) continue the work of the Policy Committee of Council to formulate a gender programme and policy for the Union;
- b) specify and agree upon human resources development and personnel policies of IUCN to promote the participation and representation of women within the institution at all levels;
- c) integrate gender perspectives across the IUCN Programme;
- d) promote the strengthening of gender equality initiatives through technical and financial support;
- e) establish a Gender and Sustainable Development Working Group within the Union to follow-up this Resolution and to incorporate it within the IUCN Programme.

## **1.6 Commemoration of the 50th Anniversary of IUCN**

RECALLING that IUCN was founded at a meeting convened by the Government of France, UNESCO and the Swiss League for the Protection of Nature at Fontainebleau, France, in 1948;

AWARE that the European Committees and Councillors of IUCN, at their first meeting held in Paris on 9 and 10 May 1996, endorsed, by acclamation, the proposal of France to host a celebration of IUCN's 50th Anniversary in the northern autumn of 1998;

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

1. THANKS the Government of France and warmly accepts its proposal to organize, in collaboration with UNESCO, a major event to mark the 50th anniversary of IUCN;
2. NOTES that for this occasion, it is proposed to mount, in close cooperation with all the founder members of IUCN, a major international meeting that will help to make an assessment of 50 years of world conservation and draw conclusions for the coming decade, as part of IUCN's effort to elaborate its continuing and future role.

## 1.7 An IUCN Strategy for the Arctic

RECALLING with concern that Recommendation 19.97 of the 19th Session of the IUCN General Assembly, on protection of the Arctic environment, has not been acted upon;

RECOGNIZING the achievements of the Arctic Environmental Protection Strategy, the voluntary programme of work of the eight circumpolar Arctic States;

WELCOMING the creation of an Arctic Council on 19 September 1996 as a high-level forum to address Arctic environmental protection and sustainable development issues;

NOTING that all eight circumpolar States represented in the Arctic Council and the Arctic Environmental Protection Strategy are State members of IUCN;

AWARE that the role of the Arctic in global environmental processes, including the Earth's climate, is of interest to a broader array of nations;

RECOGNIZING the vital interests of indigenous Arctic peoples in Arctic conservation and sustainable development, and their central role as stewards of the Arctic environment;

RECOGNIZING ALSO that non-governmental organizations participating in the work of the Arctic Council can provide valuable expertise and assistance in helping to protect environmental quality and to guide sustainable development in the Arctic;

MINDFUL of the valuable role that IUCN including its Commissions could play in working with its members to promote and support the objectives and goals of the Arctic Environmental Protection Strategy and the Arctic Council;

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

1. REQUESTS the Director General to apply promptly for observer status for IUCN in the Arctic Environmental Protection Strategy and the Arctic Council;
2. REQUESTS IUCN members and offices in the Arctic States, in close cooperation with the Director General, Commissions and Arctic specialists, to work together to develop and implement an action plan for Arctic conservation and sustainable development which will implement Recommendation 19.97 and will:
  - a) define a specific role for IUCN in the work of the Arctic Environmental Protection Strategy, especially its Working Groups on Protection of the Arctic Marine Environment and on Conservation of Arctic Flora and Fauna;
  - b) promote the development of conservation strategies and sustainable development plans that take into account the particular requirements and concerns of indigenous Arctic peoples;
  - c) address the particular threats and conservation concerns in the Arctic, including, *inter alia*:
    - i) impacts from the development of offshore oil and gas resources;
    - ii) impacts from the development of circumpolar maritime transport routes;
    - iii) impacts to the marine environment from land-based activities, including the threats to the ecological and human health in the region resulting from the presence of bio-accumulating persistent organic pollutants in the Arctic food chain, impacts from deforestation and impacts from terrestrial oil and gas development;
    - iv) priorities for conserving Arctic flora and fauna, including the designation of a representative system of parks and protected areas;
3. CALLS UPON IUCN members to mobilize resources to help implement this Resolution.

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

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

## **1.8 Strengthening IUCN's Activities in Central and Eastern Europe**

RECALLING the decision of IUCN to decentralize its operations to the level best suited to carry out the Mission of the Union;

RECALLING also Resolution 19.13 of the 19th Session of the IUCN General Assembly, on an increased IUCN presence and influence in South America, which states: "as a general criterion, that IUCN should invest, through programmes and projects in the region, an amount of funds at least equivalent to what it collects as membership dues from the members in the region";

NOTING the decision of IUCN to devolve responsibility to the regional and national level of the secretariat;

AWARE that working with the members, the Commissions, the National Committees and Regional Councillors requires adequate resources;

WELCOMING the recommendations of the European Members Meeting (Bristol, July 1995) and the result of the independent review of the European Programme which stressed the role of IUCN offices at the national level and their function of working with membership;

TAKING INTO ACCOUNT the proposed realignment in the functions of the IUCN structures in Europe at the national level away from project management and towards communications, advocacy and membership;

CONSIDERING that strong independent and highly regarded IUCN offices have developed in five countries of Central and Eastern Europe (Czech Republic, Hungary, Poland, Slovak Republic, Russian Federation);

FURTHER CONSIDERING that the long-term value of such IUCN offices is symbiotically linked to the actions of the Union in the region;

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

1. REQUESTS the Director General, within available resources:
  - a) to provide financial support to maintain existing IUCN offices and increase coordination at national level among Central and Eastern European countries;
  - b) to provide training and expertise transfer in areas such as communications, membership relations, strengthen advocacy by national environmental NGOs and fund-raising to enable the IUCN offices at the national level to implement the Mission of the Union and seek financial security;
2. REQUESTS IUCN members in West European countries to actively cooperate with members in Central and East Europe to strengthen them and to support important IUCN programmes in the region.

## 1.9 IUCN's Work in Europe

NOTING the recent independent review of the IUCN European Programme adopted by Council at its 43rd Session;

ALSO NOTING that:

- a) the region has adopted a Pan-European approach which integrates the concerns of East and West Europe;
- b) it encompasses important sub-regions such as the Mediterranean, Russia, the Black Sea, Caucasus, Baltic and Arctic;
- c) it contains rich biodiversity covering mountain, forest, marine and many other habitats, but that this is threatened by economic activities and population pressures;
- d) IUCN members in the region are determined to advance the implementation of the Convention on Biological Diversity and act consistently with the concept of environmentally sustainable development;

RECOGNIZING that the conclusions of the third Pan-European Ministerial "Environment for Europe" Conference, held in Sofia in 1995, and especially the endorsement of the Pan-European Biological and Landscape Diversity Strategy, offer a great opportunity for the Union and all its members to work together to face these threats;

AWARE of the great strength of the IUCN governmental and non-governmental membership and Commission membership in the region and their active participation in regional members' meetings, National Committees, networks and strategic initiatives;

ALSO AWARE that European members have divided their proposed programme into priorities within Europe and priorities which reflect Europe's impact on other regions, so as to consider all aspects of the members' agenda in the region;

RECOGNIZING that the IUCN European members meeting in Bristol in July 1995 agreed that the IUCN should:

- a) build on unique strengths, most particularly the alliance between governmental and non-governmental members;
- b) act as facilitator, broker, catalyst and mediator in the region;
- c) be transparent and accountable in all decision-making;
- d) recognize cultural, linguistic and other diversity;
- e) operate on the principle of subsidiarity and decentralization;
- f) cooperate and engage in dialogue with the private sector in appropriate areas;

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

REQUESTS the Director General, within available resources:

- a) for the IUCN European Programme to work on:
  - i) conservation of threatened European biodiversity;
  - ii) the Parks for Life agenda for protected areas developed by the World Commission on Protected Areas;
  - iii) the impact on biological and landscape diversity, in particular by agricultural, forestry and tourism development;
- b) in conformity with the Statutes of IUCN, to promote:
  - i) national committees and structures;
  - ii) a Pan-European Forum in 1998;

- iii) the establishment of an informal Regional Committee for Europe that coordinates action between the national committees, the commissions and the State members so as to result in a more active programme;
- c) in support of these objectives, to encourage:
- i) the mobilization of resources (people and money);
  - ii) regional coordination and information flow;
  - iii) collaborative projects and programmes in areas of need;
  - iv) a reduction in Europe's consumption impact on other regions;
- d) to promote the implementation of all existing international agreements and treaties on biodiversity in Europe, especially the Pan-European Biological and Landscape Diversity Strategy.

## 1.10 IUCN's Work in the Mediterranean

CONSIDERING that over the next thirty years human pressure on the Mediterranean and its perimeter will steadily increase, whatever policies are adopted by coastal States, because of the increase in the occupation and use of coastal areas with consequent severe ecological impacts;

AWARE of steadily growing pressure on the marine, coastal and insular ecosystems of this almost closed sea, which represents a world asset of biological, aesthetic and cultural diversity of such importance that collective action is required to preserve its essential components while ensuring its sustainable development;

RECOGNIZING the disastrous effects of the increasing pollution of the Mediterranean through discharges from adjacent catchments, coastal settlements, industry and other activities;

RECOGNIZING that in the Mediterranean coastal regions are a priority because of their great ecological, economic and social importance;

CONSIDERING the importance of the islands in the Mediterranean and the need to establish a network of cooperation among island communities;

ALSO CONSIDERING the extreme fragility of the numerous small islands in the Mediterranean and the urgent attention which needs to be paid to their conservation;

FURTHER CONSIDERING that the importance of the terrestrial biological diversity in areas with a Mediterranean climate is generally underestimated;

GIVEN that the initiatives undertaken by the Mediterranean Action Plan Office in Athens, pursuant to the Barcelona Convention's Mediterranean Action Plan, and the new opportunities available through the adoption of a broader protocol on the protection of biological diversity implemented by the Tunis Centre (especially the creation of Specially Protected Areas Important to the Mediterranean), must be reinforced and better taken into account by political decision-makers at all levels;

CONVINCED that the situation in the Mediterranean requires a response from IUCN that meets expectations, and concerned by the limited effectiveness of the measures taken to date by the Union;

RECALLING Recommendation 19.17 introduced by the Spanish delegation at the 19th Session of the IUCN General Assembly advocating the establishment of a new operational region and IUCN office for the Mediterranean;

ALSO RECALLING the recommendations of the working group entrusted with defining IUCN's role in the Mediterranean, showing that IUCN's strengths and weaknesses are characterized in particular by the division of the area into four statutory regions, whereas in fact the Mediterranean is a single biogeographical zone;

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

1. REQUESTS the Director General to implement, within the IUCN Programme, the recommendations of the 19th Session of the General Assembly and the working group entrusted with defining IUCN's role in the Mediterranean, in particular with respect to island biodiversity, the conservation of Mediterranean coastal systems, the impact of tourism, the sustainable use of marine and terrestrial species, the protection of wetlands and water resources;
2. REQUESTS the Director General, within six months, to implement the Programme by means that meet the needs identified by the working group, and specifically:
  - a) to establish a network of Mediterranean members;
  - b) to secure coordination and liaison among the members;
  - c) to assess the costs involved and continue raising funds;
3. REQUESTS the Director General, within the limits of the available resources and those which Spain has indicated it would be willing to provide for this purpose:

- a) to establish an IUCN Office in the region while considering:
  - i) member support and interest;
  - ii) the adequacy of liaison structures;
  - iii) funding, specially the offer from Spain;
  - iv) estimated costs;
- b) to assign the following responsibilities and activities to IUCN's Mediterranean Office:
  - i) to be present at all levels;
  - ii) to establish networks and ensure communication between the field, the policy level and relevant actors;
  - iii) not to interfere in areas where members are in the best position to take actions, unless value can be added;
  - iv) to implement the Programme which must be led and evaluated by members;
  - v) in its actions, to take advantage of the unique composition of IUCN's membership (NGOs, government agencies, States);
- 4. RECOMMENDS that the Director General promote measures to implement the Programme set out by the Convention on Biological Diversity, the Barcelona Convention and the Mediterranean Action Plan;
- 5. RECOMMENDS that the Director General ensure that the activities of regional programmes and the Mediterranean Programme complement each other.

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

## **1.11 Riyadh Conservation Forum**

RECALLING Resolution 19.1 of the 19th Session of the IUCN General Assembly, on the Strategy of IUCN – The World Conservation Union;

NOTING with appreciation that this Resolution calls for the integration in the IUCN Programme of the work of the Commissions and Secretariat, and requires that the Director General and Secretariat prepare an Operational Plan ensuring that the Programme is balanced in its themes and geographical emphasis and is prepared and implemented in partnership with IUCN members;

WELCOMING the support given by this Resolution to Regional Fora of members to be held in each region, to involve members more closely in the preparation of the Programme of the Union, in networking and sharing experience, and in arranging for joint action and implementation of the Programme;

APPRECIATING the financial and logistical support from the Secretariat to the Riyadh Conservation Forum (Riyadh, Saudi Arabia, October 1995) and noting that this Forum has been widely recognized as a model for meetings of members;

ENDORSING the document “Keeping the Momentum Going” formulated at the Forum:

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

REQUESTS the Director General to ensure, to the maximum extent practicable and within available resources:

- a) that all the recommendations and conclusions of the Riyadh Conservation Forum are integrated into the draft triennial Programme;
- b) the integration of the regional work of the Species Survival Commission, the World Commission on Protected Areas and the Commission on Ecosystem Management, and the management of these networks through regional steering committees or working groups, so as to pursue the priorities agreed by the Forum;
- c) that another Forum is convened in the region in the same format as the previous one within one year of the present World Conservation Congress and that consideration be given to inviting IUCN members with significant activities in the region.

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

RECOGNIZING that the vast territory of the countries of the Commonwealth of Independent States (CIS) occupies more than one sixth of the Earth's land surface, with tremendous diversity of biological, cultural, social and economic conditions;

AWARE OF the geopolitical realignments that have taken place in Europe, and the global significance of the challenges facing the region, and especially the CIS, as it goes through a period of transition from central control to market economics;

RECOGNIZING the direct impact of this transition on natural resources including forests, wetlands, grasslands, deserts, coastal, marine and mountain ecosystems, and the unique opportunities that these changes provide for influencing conservation of biological diversity and sustainable use of natural resources, *inter alia* in the States of the CIS;

BEARING IN MIND that the countries of the region have experienced a long period of environmental abuse and this makes the environment a very strong priority in regional policy;

TAKING INTO ACCOUNT the established professional networks working actively throughout the conservation community of North Eurasia, and long-established traditions of cooperation between governments, academia and NGO communities in these countries;

CONCERNED that IUCN membership in North Eurasia is one of the lowest in the world, and that at present there are too few incentives and opportunities for active expansion of membership;

ALSO CONCERNED that there is only one IUCN office with only one staff person, and that this is drastically insufficient in countries of the CIS, which is a large part of the IUCN East Europe Region;

CONSIDERING THAT it is very timely and indeed essential to develop new IUCN coordination mechanisms in North Eurasia and to build organizational capacity there;

RECALLING the paramount importance of the decisions of the third Pan-European Ministerial "Environment for Europe" Conference (Sofia, 1995) for the development of IUCN activities in the States of the CIS and also the recommendation of the independent review of the European Programme for enhanced IUCN action in CIS;

ACKNOWLEDGING that the Russian Federation has clearly assumed a substantial commitment to supporting activities of IUCN as the only State member of IUCN in the CIS, and is willing to work closely with the IUCN European Regional Office;

NOTING that Russian is an essential language for practitioners in environmental topics in the CIS because it is widely used in the region and in professional environmental circles of some countries in other regions;

ALSO NOTING that Central Asia is an extremely important and often overlooked region and is a party to principal Pan-European environmental initiatives, and that integration of this region into the IUCN European Programme activities is a high priority;

ACKNOWLEDGING the successful experience of the IUCN East European and subsequently European Programme as it relates to the CIS;

WELCOMING the elaboration of a Russia sub-programme in the work plan of the IUCN European Regional Office for 1996;

CONSIDERING it necessary to develop a Central Asia sub-programme and a Caucasus sub-programme, so that there would be all necessary components for a coherent European and Northern Eurasian Programme of IUCN;

CONVINCED that IUCN, its Commissions, programmes and networks will be able to make a major contribution to the development of cooperation between governmental and non-governmental organizations and conservation experts in Northern Eurasia;

RECALLING the endorsement of the process of decentralization of IUCN activities in Resolution 19.1 of the 19th Session of the General Assembly;

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

REQUESTS the Director General, within available resources, to ensure through adequate financial and staffing allocations an appropriate IUCN presence in the CIS region, and as components of this initiative:

- a) to support further development and design with the European Programme of sub-regional programmes for Central/East Europe, the Caucasus, Russia and Central Asia, together with a North Eurasia Action Plan for Protected Areas;
- b) to direct the European Regional Office to pay particular attention to the need to expand the membership base in the countries of North Eurasia;
- c) to request the European Regional Office and other IUCN components to design and implement programmes (including Secretariat sub-programmes and projects and Commission programmes) with the involvement of members from the whole region, and to stimulate participation of IUCN members in the CIS in global and regional programmes and activities, notably the Pan-European Biological and Landscape Diversity Strategy;
- d) to encourage and support the formation and operation of National Committees and of a North Eurasian Sub-regional Working Group, involving IUCN members active in the region, and to support other mechanisms to unite members, in order *inter alia* to improve coordination between them, assist the formulation of common priorities and encourage recruitment of new members;
- e) to provide the necessary capacity to use Russian and English languages as most convenient for communication throughout the CIS, and in particular to seek through the European Regional Programme to make relevant IUCN documents available in Russian as well as relevant Russian documents available in English, French and Spanish, and to provide adequate support for the dissemination of relevant IUCN materials to conservation professionals throughout the region.

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

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

RECOGNIZING and WELCOMING the participation of the People's Republic of China in IUCN as a State member;

RECOGNIZING the richness of China's biodiversity and its important significance for the world;

RECALLING that China is among the first countries in the world to have adopted Agenda 21 at the UN Conference on Environment and Development (Rio, 1992), and to have signed a series of major international environmental conventions;

RECALLING that the Convention on Biological Diversity states that the conservation of biological diversity is a common concern of humankind, that States have sovereign rights over their own biological resources and that States are responsible for conserving their biological diversity and for using their biological resources in a sustainable manner;

RECALLING AND AFFIRMING the principles of the Ramsar Convention on Wetlands, specifically the international responsibilities for each Contracting Party to conserve, manage and wisely use the wetlands habitat of migratory waterfowl;

RECALLING AND AFFIRMING Principle 22 of the Rio Declaration on Environment and Development, adopted at the UN Conference on Environment and Development (UNCED) in June 1992, which declares: "Indigenous people and their communities and other local communities have a vital role in environmental management and development because of their knowledge and traditional practices. States should recognize and duly support their identity, culture and interests and enable their effective participation in the achievement of sustainable development";

RECOGNIZING the effort that China has made in conserving its biodiversity, and the pressure that rapid economic development has brought on its biodiversity;

AWARE that current Chinese laws and regulations provide for environmental impact assessment and public participation in the development process;

CONSCIOUS of the immeasurable value of such ecosystems as wetlands, lakes and plateaus, and the value of the Qinghai and Tibetan Plateau, as habitat for migratory and indigenous waterfowl;

CONSCIOUS of the concern over the construction of a pump storage hydroelectric project at the Yamdrok Tso and the importance of the lake's resources;

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

1. REQUESTS the Director General to offer China IUCN's assistance in support of China's current and future activities to address the environmental challenges it faces;
2. REQUESTS the Director General to offer specific assistance to China in Environmental Impact Assessment, especially that in the field of biological resources conservation;
3. CALLS UPON parties concerned in China to strengthen their effort of cooperation with the international community in exchange of conservation information, including that related to the local environment of Yamdrok Tso;
4. CALLS UPON China to promote the construction and management of nature reserves, and to consider establishing a nature reserve in Yamdrok Tso;
5. CALLS upon the IUCN Commissions including the World Commission on Protected Areas, the Commission on Ecosystem Management, the Commission on Environmental Law and the Species Survival Commission to work with China in identifying areas for collaboration on maintaining the ecological health of Yamdrok Tso, and on other important development and conservation projects and to provide technical expertise on environmental matters.

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

## 1.14 Sustainable Development of Islands and Coastal States in the Mediterranean

AWARE that more than 60 per cent of the people on earth live within 60 km of the shoreline, and that the proportion could rise to 75 per cent by the year 2020;

NOTING the entry into force on 16 November 1994 of the UN Convention on the Law of the Sea;

RECALLING the activities in support of sustainable development and nature conservation of Mediterranean islands undertaken by the Mediterranean Action Plan Office in Athens, Greece;

RECOGNIZING that coastal areas are priority areas in the Mediterranean because of their great ecological, economic and social importance;

CONSCIOUS of the fact that the particular characteristics of the coastal areas in the Mediterranean derive from the interaction of people and natural ecosystems;

CONSIDERING that development of islands should promote and take into consideration local identity and social circumstances;

RECOGNIZING that islands display particular characteristics, being open economic systems, and that particular management plans are needed to support their development;

AWARE that cooperation between island communities is necessary and that therefore the creation of a Mediterranean islands network should be supported;

RECOGNIZING that some Mediterranean States require reinforcement of the institutional, economic and technical means for the proper management of coastal areas;

AFFIRMING that the management of the environmental problems of Mediterranean coastal areas should be sustainable and should combine short-term necessities with long-term aspirations;

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

1. URGES all Mediterranean States to implement a sustainable development policy for the coastal areas in the Mediterranean that assures:
  - a) the development of appropriate legislation for the protection of coastal areas;
  - b) the valuation of coastal natural resources with a view towards their sustainable use;
  - c) establishment of links between coastal areas management on the one hand, and urban and regional development programmes on the other;
  - d) the adoption of special legislation to control development of the built environment based on the particularities of coastal areas;
2. REQUESTS the Director General, within available resources, to provide IUCN support for this process.

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

## 1.15 Incidental Mortality of Seabirds in Longline Fisheries

RECALLING Recommendations 19.61, 19.62 and 17.38 of the 19th and 17th Sessions of the IUCN General Assembly;

ALSO RECALLING the provisions of the UN Convention on the Law of the Sea (UNCLOS), in Article 61, paragraph 4, relating to the obligations of States to consider the effects of fishing operations on “species associated with or dependent upon harvested species with a view to maintaining or restoring populations of such associated or dependent species above levels at which their reproduction may become seriously threatened;”

ALSO RECALLING that the UN Agreement for the Implementation of the Provisions of the UN Convention on the Law of the Sea of 10 December 1982 Relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks (1995), in Article 5, requires coastal States and States fishing on the high seas to “minimize pollution, waste, discards, catch by lost or abandoned gear, catch of non-target species, both fish and non-fish species, and impacts on associated or dependent species, in particular endangered species, through measures including, to the extent practicable, the development and use of selective, environmentally safe and cost-effective fishing gear and techniques”;

AWARE that at least 13 species of seabirds, including albatrosses (family Diomedidae), petrels and shearwaters (family Procellariidae), are suffering significant incidental mortality by being hooked and drowned within longline fisheries;

CONCERNED that the seabird mortality caused by longlining is producing a significant decline in populations of several seabird species;

FURTHER CONCERNED that such declines may be of particular significance for certain species that have evolved a life strategy involving delayed maturity, high natural survival rates, and low reproductive rates, due to the long recovery periods required to make up the loss of a large number of individuals;

FURTHER CONCERNED that several seabird species affected by longlining are considered to be globally threatened with extinction, including the short-tailed albatross (*Diomedea albatrus*), the wandering albatross (*D. exulans*), and the Amsterdam albatross (*D. amsterdamensis*);

CONSCIOUS that the overall use of longlines is increasing significantly worldwide;

COMMENDING the efforts now underway by some longline fishers to reduce incidental mortality of seabirds, and encouraging fishers’ increased involvement in developing and implementing effective measures for reducing incidental mortality of seabirds;

COMMENDING the Commission on the Conservation of Antarctic Marine Living Resources (CCAMLR) for adopting conservation measures that call for minimizing the incidental mortality of seabirds on longlines in Antarctic waters at its 14th Meeting, 24 October – 3 November 1995;

NOTING AND COMMENDING the Australian Government’s listing of longline incidental mortality as a Key Threatening Process and the Government’s intention to prepare a subsequent Threat Abatement Plan under the Commonwealth Endangered Species Act of 1992;

CONCERNED that current regulatory measures and voluntary practices are insufficient to reduce substantially the significant mortality of seabirds caused by longline fisheries;

NOTING that this is a problem of international scope, involving countries from every continent, and therefore demanding international attention and cooperation;

RECOGNIZING the urgent need to implement conservation measures that do not shift the incidental mortality problem to, or increase the incidental mortality of, other marine species;

RECOGNIZING FURTHER that an array of practical measures, such as the use of weighted lines, streamer lines, night setting and underwater setting, have been developed to reduce seabird mortality in longline fisheries without compromising fishing efficiency and without increasing the incidental mortality of other species;

NOTING that when strictly implemented these mitigation measures have helped reduce seabird mortality;

RECOGNIZING that fish stocks will contribute in important ways to the nutritional needs of future generations, and further recognizing that incidental mortality of seabirds diminishes the efficiency of longline fisheries;

AWARE that adequate conservation measures have not yet been widely implemented by longline fisheries;

EMPHASIZING that if conservation measures are not widely implemented, longline fisheries will continue to cause significant seabird mortality;

AWARE that delayed action could lead to the extinction of certain seabird populations or species;

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

1. CALLS UPON IUCN, its members, all States and regional fisheries institutions to reduce incidental seabird mortality within longline fisheries to insignificant levels for affected species;
2. URGES IUCN, its members, all States and regional fisheries institutions to encourage longline fishing nations and fishery management institutions:
  - a) to continue and expand the use of measures to reduce incidental mortality of seabirds within longline fisheries as a matter of urgency;
  - b) to collaborate with one another in the development of other modified fishing techniques aimed at substantially reducing seabird mortality, in addition to those recommended by the CCAMLR Convention;
  - c) to expand observer programmes within longline fisheries to aid in the documentation of seabird mortality, as well as the education of fisheries personnel, and the development and implementation of conservation measures;
  - d) to educate longline fisheries personnel on currently available measures that reduce seabird mortality;
3. REQUESTS the IUCN Species Survival Commission and BirdLife International through their Seabird Specialist Group to collaborate with other qualified scientists, managers and industry to study the problem of incidental seabird mortality by longline fishing operations and to assist such groups in developing recommendations;
4. URGES IUCN, its members, all States and regional fisheries institutions to support education and conservation programmes to assist in the implementation of this Resolution;
5. REQUESTS that IUCN members report to the Director General prior to or at the next meeting of the World Conservation Congress on progress made within their Exclusive Economic Zones toward reducing incidental seabird mortality;
6. CALLS UPON the Director General to report on the progress made toward implementing this Resolution at the next World Conservation Congress and make further recommendations as appropriate and necessary to implement fully this Resolution.

*Note. This Resolution was adopted by a show of hands. The delegation of the State member Japan made a statement against the Resolution, that it was inappropriate to attribute seabird depletion primarily to longline fishing, reported in more detail in the Proceedings volume.*

## 1.16 Fisheries By-Catch

RECALLING Recommendations 19.61 and 19.62 of the 19th Session of the IUCN General Assembly;

RECOGNIZING that the world's marine biological diversity is of inestimable value to the world community and that the multitude of marine ecosystems represented are essential in the maintenance of a healthy planet;

FULLY CONSCIOUS that marine biodiversity is declining significantly and that the threats to marine biodiversity are increasing, particularly in relation to the global fisheries catch, due to overfishing, pollution and marine habitat destruction;

RECOGNIZING the need for urgent conservation action;

RECOGNIZING that there is ongoing and significant wastage resulting from unwanted by-catch where effective by-catch reduction devices and strategies are not used;

ACKNOWLEDGING the obligations of the global community to conserve natural resources through ecologically sustainable development, as underpinned by the UN Convention on the Law of the Sea, the Convention on Biological Diversity, the Agreement for the Implementation of the Provisions of the UN Convention on the Law of the Sea of 10 December 1982 Relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks (1995) (UN Fish Agreement) and the Convention on the Conservation of Antarctic Marine Living Resources (CCAMLR) among others;

DEEPLY CONCERNED by the increasing rate of destruction of threatened wildlife species through fisheries by-catch in most fisheries in all oceans of the world, graphically illustrated by the continuing substantial numbers of fatalities involving numerous seabird species, particularly albatrosses, and all marine turtle species;

ALARMED at the slow progress globally in effectively tackling fisheries by-catch issues and of the imminent threats posed to a number of vertebrate species and populations;

NOTING the slow progress being made by Parties to the Convention for the Conservation of Southern Bluefin Tuna in adopting measures similar to CCAMLR's to reduce seabird by-catch;

RECOGNIZING the responsibility of stewardship towards all marine life forms on the planet that rests upon humankind and the rights of species to exist;

RECOGNIZING the efforts in some nations to reduce by-catch in their fisheries;

IN THE BELIEF that the cost incurred for the conservation of wild marine resources should be shared and, in particular, that the users of marine resources must contribute to these costs, and that international efforts are necessary to properly recover and conserve most marine threatened vertebrate species;

RECALLING the resolution of the First International Workshop on Albatross-Fisheries Interactions held in Hobart, Australia in August 1995;

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

1. REQUESTS the Director General, within available resources, after having evaluated current international arrangements for mitigating the effects of fisheries by-catch and relevant species conservation efforts, to develop and implement transparently an IUCN programme using expertise in all of IUCN's Commissions, and the broad membership of IUCN, to substantially reduce, and eventually reduce to insignificant levels all fisheries by-catch in the long-term interests of marine biodiversity conservation;
2. URGES that this programme should, in particular:
  - a) establish in consultation with interested members a special IUCN task force to advance the IUCN by-catch programme;
  - b) develop regional contacts to contribute to the IUCN task force to ensure effective and cooperative arrangements;
  - c) call on Parties to the Convention on Biological Diversity (CBD) to investigate the potential for promoting the development of mechanisms, including legal instruments, to minimize the negative impacts of fishing practices on marine biodiversity;

- d) investigate the potential for gaining financial and other support and collaboration from relevant bodies to contribute to an IUCN programme to mitigate impacts;
  - e) investigate the potential for IUCN and the CBD and other relevant bodies to develop jointly and expeditiously a global list of species and marine habitats particularly threatened by fishing operations, including fin-fish species that suffer losses through wastage;
  - f) actively encourage motions to support the listing of all albatross and other impacted seabird species on the appendices to the Convention on the Conservation of Migratory Species of Wild Animals, and to urgently develop regional conservation agreements;
  - g) consider drafting in consultation with members a further resolution on by-catch problems for consideration by the UN General Assembly Annual Session on Oceans in 1997;
  - h) develop a handbook on by-catch mitigation measures for use by fishing fleets globally;
  - i) investigate the potential for minimizing by-catch problems through the provisions of the UN Agreement Relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks;
  - j) call upon all countries to sign and ratify the UN Agreement Relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks;
  - k) support efforts in the Committee on Trade and Environment of the World Trade Organization to ensure that trade measures used to support genuine environmental objectives are not challenged in the future, and openly to support such conservation measures;
  - l) take particular and strong action through the Convention on the Conservation of Antarctic Marine Living Resources (CCAMLR) to mitigate by-catch problems in the Southern Oceans;
  - m) promote globally a coordinated international observer and monitoring programme to fully establish the ongoing and detrimental effects of by-catch to marine biodiversity;
  - n) call upon members to report to the next World Conservation Congress on progress made within their EEZs on reducing seabird and other by-catch to insignificant levels;
3. REQUESTS the Director General to report on the progress made with this programme at the next session of the World Conservation Congress and to make further specific recommendations as appropriate and necessary to fully implement this Resolution.

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

## **1.17 Coastal and Marine Conservation and Management**

RECOGNIZING that the UN Convention on the Law of the Sea (UNCLOS) has entered into force and reaffirming that it provides the international basis upon which to pursue the protection and sustainable development of the marine and coastal environment and its resources, as stated in Chapter 17 of Agenda 21;

RECOGNIZING the new priority given to improving marine and coastal area management practices through such international initiatives, programmes and partnerships as Agenda 21, the Programme of Action of the Global Conference on the Sustainable Development of Small Island Developing States, the Washington Declaration and the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities (LBA), the Jakarta Declaration of the Conference of the Parties to the Convention on Biological Diversity, the Convention on the Conservation of Migratory Species of Wild Animals (CMS) and the International Coral Reef Initiative;

AWARE that sustainable world fisheries, including environmentally sound aquaculture, contribute significantly to food supply and to achieving social, economic and development goals;

NOTING with concern that significant fish stocks are depleted or overexploited, and considering that urgent corrective action is needed to rebuild depleted fish stocks and to ensure the sustainable use of all fish stocks;

WELCOMING the adoption of the Agreement to Promote Compliance with International Conservation and Management Measures by Vessels Fishing in the High Seas (1993) and the Agreement for the Implementation of the Provisions of the UN Convention on the Law of the Sea of 10 December 1982 Relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks (1995), as well as instruments such as the FAO Code of Conduct for Responsible Fisheries (1995);

WELCOMING ALSO the successful adoption of the Rome Consensus on World Fisheries of the FAO Ministerial Meeting on Fisheries and the Jakarta Mandate on the Conservation and Sustainable Use of Marine and Coastal Biological Diversity;

CONCERNED that the growing concentration of human population and economic activity in coastal watersheds will substantially increase human stresses on the coastal environment;

FURTHER CONCERNED that the major threats to the health, productivity, biodiversity, and economic value of the marine environment, including most of the pollution load of the oceans, result from human activities on land, in coastal areas and watersheds, destructive fishing practices and over-fishing;

AWARE that all living and non-living resources including coral reefs contained in Appendix II of CITES and associated ecosystems, mangroves, estuaries and sea grasses, which are among the most biologically diverse ecosystems on the planet, are in serious decline globally, primarily due to threats from land-based activities, destructive fishing practices and over-fishing;

CONSIDERING that integrated coastal area management is an important approach for conservation and sustainable use of marine and coastal areas and has been recognized as such by Agenda 21, the international instruments mentioned above and the UN system generally;

RECOGNIZING IUCN's contributions to the Joint Group of Experts on the Scientific Aspects of Marine Environmental Protection (GESAMP) Report #61 on the "Contribution of Science to Integrated Coastal Management" which provides a timely and innovative framework for identifying how social and natural sciences can efficiently contribute to effective coastal management;

RECOGNIZING that marine protected areas are a valuable tool of integrated coastal area management protecting critical coastal and marine habitat for food security, ecotourism and jobs, and human health and culture;

RECOGNIZING also the IUCN/World Bank/Great Barrier Reef Marine Park Authority pioneering study on a global representative system of marine protected areas and regional implementing efforts;

CONCERNED that there does not exist a sufficient understanding nor an adequate database to accurately predict the future state of the marine and coastal environment and thus to determine wisely the appropriate balance between economic development and environmental stability;

WHEREAS strong scientific programmes are necessary to generate knowledge needed to develop long-term policies to mitigate undesirable effects;

WHEREAS Agenda 21 calls for the collection, analysis and distribution of data and information from the oceans and all seas through the Global Ocean Observing System (GOOS);

WHEREAS the IUCN is a co-sponsor of the Global Coral Reef Monitoring Network, a key component of the International Coral Reef Initiative and of GOOS;

AWARE that IUCN has been a partner in the International Coral Reef Initiative (ICRI) since its inception and is a member of the ICRI Coordination and Planning Committee and that a fundamental ICRI priority is to achieve tangible, positive and measurable effects on the health of coral reefs and related ecosystems and on the well-being of the communities which depend upon them;

REAFFIRMING the principles in Recommendation 19.46 of the 19th Session of the IUCN General Assembly, on Marine and Coastal Area Conservation;

TAKING INTO ACCOUNT the decisions of the fourth session of the Commission on Sustainable Development on Chapter 17 of Agenda 21 which addressed the Programme of Action for the Sustainable Development of Small Island Developing States, institutional arrangements for the implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities, implementation of fishery agreements, international cooperation and coordination, and protection of the oceans;

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

1. CALLS UPON all States, international agencies, the private sector, the scientific community and non-governmental organizations to:
  - a) endorse the Washington Declaration and the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities (LBA);
  - b) endorse the Call to Action of the International Coral Reef Initiative including developing national and local coral reef initiatives, promoting capacity building and strengthening research and monitoring to improve understanding and management of these fragile resources;
  - c) accelerate implementation of the Global Ocean Observing System, as a prerequisite to effective marine resources and coastal area management;
  - d) encourage governments that have not yet done so to sign, ratify, implement and promote awareness and understanding of international fisheries agreements noted above and all stakeholders to implement the recently adopted international instruments in order to rebuild fish stocks throughout their ranges of distribution and protect fish habitat;
  - e) endorse the Jakarta Mandate and in particular the decision of the Conference of the Parties to the Convention on Biological Diversity that encourages “the use of integrated marine and coastal area management as the most suitable framework for addressing human impacts on marine and coastal biological diversity and for promoting conservation and sustainable use of this biodiversity”.
2. REQUESTS IUCN members, the Commissions and the Director General, within available resources, to:
  - a) utilize integrated coastal area management as a framework for programme development within IUCN programmes and Commissions, using the GESAMP, LBA Global Programme of Action and other approaches as appropriate, to provide a sound, scientific basis for addressing ecosystem management;
  - b) give priority to capacity-building in the preparation and implementation of national programmes for marine and coastal area management to strengthen the implementation of the Washington Declaration and the LBA Global Programme of Action, the FAO Code of Conduct for Responsible Fisheries, the Jakarta Declaration of the Conference of the Parties to the Convention on Biological Diversity and the International Coral Reef Initiative;
  - c) promote education and outreach to foster sustainable coastal communities as part of the International Year of the Reef (1997) and UN Year of the Oceans (1998);
  - d) determine an appropriate role for IUCN in facilitating implementation of the FAO Code of Conduct for Responsible Fishing and consider identifying an appropriate role for IUCN in cooperating with FAO and IMO regarding the introduction of alien species;

- e) promote ecosystem management, especially in the context of integrated coastal and marine management, including transboundary coastal and marine ecosystems and resources, for example large marine ecosystems;
- f) assist small island developing states in the implementation of the Programme of Action for the Sustainable Development of Small Island Developing States;
- g) as part of the LBA Global Program of Action:
  - i) encourage local, national and regional application of the methodology to address pollution of the marine environment from land-based activities;
  - ii) determine how IUCN Commissions and programmes can best contribute to the implementation of the proposed clearinghouse of the LBA Global Program of Action which will be a referral system through which decision-makers at the national and regional level are provided access to current sources of information, practical experience and expertise relevant to developing and implementing strategies to deal with the impacts of land-based activities;
- h) in support of the International Coral Reef Initiative to:
  - i) increase IUCN's participation as a leading partner in the Global Coral Reef Monitoring Network with IOC, UNEP, and WMO and to join in supporting its implementation regionally and nationally in order to obtain the quantitative environmental data which are needed to understand the causes of degradation of coral reefs, the ocean's most fragile and most biologically diverse ecosystems and hence improve management measures;
  - ii) actively promote conservation and sustainable use of marine ecosystems, particularly coral reefs, mangroves and sea grasses, in part by expanding its partnership with ICRI through:
    - improved internal integration and coordination of IUCN Commissions and programmes, field offices and member activities as they relate to coral reefs and related ecosystems;
    - promotion of communication among local and regional stakeholders to facilitate new partnerships and information exchange, building on shared experiences and lessons learned;
    - assistance in the implementation of the ICRI International Framework for Action in order to support local and national actions to reverse the decline of coral reef ecosystems while supporting sustainable communities;
- i) in support of wider international cooperation to:
  - i) support the recommendation of the Commission on Sustainable Development urging improved UN system-wide coordination on ocean issues and in that regard to enhance IUCN collaboration with UN agencies such as UNEP, FAO, UNESCO, UNDP, IMO and other relevant bodies such as the Independent World Commission on the Oceans, and with agreements such as UNCLOS;
  - ii) work with such funding institutions as the World Bank Group, the Global Environment Facility and the regional multilateral development banks and others to implement IUCN's Marine and Coastal Programme and relevant Commissions and facilitate implementation of national obligations and best practices enumerated in the international agreements and programmes of action agreed since the adoption of Agenda 21;
  - iii) work with the Secretariat and Contracting Parties of the Convention on Biological Diversity to encourage the formation and the work of the Expert Panel on Marine and Coastal Biological Diversity to address marine biodiversity issues addressed in the decisions of the Conference of the Parties;
  - iv) within the context of UNCLOS, promote the establishment and effective implementation of marine protected areas where such areas contribute to protection of marine and coastal ecosystems and strengthen sustainable development through joint action of IUCN members, Commissions and regional working groups, in particular, looking toward the development of a globally representative system of marine protected areas;
- j) promote implementation of the Ramsar Convention on Wetlands in partnership with the Ramsar Bureau, in particular through the protection of listed Ramsar sites.

## 1.18 Aquaculture

AWARE that in recent years aquaculture has been repeatedly promoted as a solution to meet growing world food needs;

COGNIZANT that traditional forms of aquaculture can make, and have made a substantial contribution to food supplies in areas of the world where food needs are most acute;

CONCERNED that aquaculture as currently practiced is often unsustainable, resulting in various negative impacts;

ESPECIALLY CONCERNED that the rapid expansion in the development of intensive aquaculture for high value species such as salmon and shrimp can result in degradation of the environment and displacement of coastal fishing and farming communities;

RECOGNIZING the grave dangers posed by the introductions of non-native species;

NOTING that the FAO Code of Conduct for Responsible Fisheries, in Article 9, urges responsible aquaculture development;

BELIEVING that national and regional implementation of the FAO Code, the Convention on Biological Diversity and other existing laws and policies must be pursued in a manner which ensures that unsustainable aquaculture is prohibited, before there is more irreversible damage, loss of biodiversity or harm to coastal communities;

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1. URGES all States to:
  - a) ensure that all aquaculture within their areas of jurisdiction is responsible and sustainable;
  - b) ensure that artisanal fisheries and dependent coastal communities are not adversely affected by aquaculture development;
  - c) ensure the protection of mangrove forests, wetlands and other ecologically sensitive coastal areas;
  - d) manage the responsible use, and minimize or prevent the pollution of fresh water supplies (including groundwater) that are important for drinking and for agriculture;
  - e) ensure that the use of fish as feed for aquaculture is based on sustainable practices, given its importance as a source of food for people, and if such use occurs, aim to limit the spread of diseases and the introduction of alien species;
  - f) ensure that the conversion of agricultural land to use for aquaculture is subject to ecologically sound land-use planning, and where such conversion occurs, that negative ecological and social impacts are minimized;
  - g) ensure that the ecological damage resulting from introductions of non-native species is prevented;
  - h) ensure that abandoned or degraded aquaculture sites are ecologically rehabilitated with due regard, as appropriate, to the polluter pays principle;
2. REQUESTS the Director General, within available resources, to promote these objectives through IUCN members, Commissions and the Secretariat.

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

## **1.19 A Global IUCN Temperate, Boreal and Southern Cold Temperate Forests Programme**

CONSIDERING that the IUCN forest programme should be comprehensive in scope, and address all types of forests, including temperate, boreal and Southern cold temperate forests;

RECALLING Resolution 19.1 of the 19th Session of the IUCN General Assembly, which states that while IUCN must give particular support to its members in developing countries, it should give attention to resource patterns in the developed world;

NOTING that the role of IUCN is to provide a forum for discussion of conservation issues, including their scientific, educational, economic, social, and political dimensions at global, national and regional levels;

RECOGNIZING the importance of temperate, boreal and Southern cold temperate forests to the long-term well-being of many local populations, national economies and the biosphere;

NOTING that forest issues are receiving increasing attention in temperate, boreal and Southern cold temperate forest regions, and that regional and international initiatives to promote the conservation and sustainable management of these forests are well underway;

NOTING the relevance of temperate, boreal and Southern cold temperate forests to the Framework Convention on Climate Change and the Convention on Biological Diversity;

WELCOMING in particular the recent agreements on criteria and indicators for sustainable forest management that have been reached by countries with temperate, boreal and Southern cold temperate forests under the Helsinki Process and the Montreal Process;

AWARE of the scale of the problems affecting the forests of Central and Eastern European nations and Russia in particular;

BELIEVING that a comprehensive IUCN forest programme which includes temperate, boreal and Southern cold temperate forests and integrates forest conservation and forest use within a common framework could be an important part of worldwide action in response to the Forest Principles and Agenda 21 adopted by the Earth Summit in Rio de Janeiro, and that aspects of *Caring for the Earth* are relevant to these forests globally;

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REQUESTS the Director General, within available resources and in consultation with Commissions and members of IUCN, to pursue actively the development of a temperate, boreal and Southern cold temperate forest programme to promote the conservation and sustainable management of such forests globally, with the aims of:

- a) broadening the scope of IUCN's forest activities to include all important forest types and strengthening the Union's network for cooperation on forest issues;
- b) enhancing the capacity of IUCN members to promote the conservation and sustainable management of temperate, boreal and Southern cold temperate forests.

## 1.20 Biological Diversity and Forests

RECALLING recent reports by FAO, the UN Economic Commission for Europe and the World Resources Institute that document accelerating rates of deforestation, forest degradation and forest fragmentation in tropical, temperate and boreal forests;

RECOGNIZING that these trends have significant adverse impacts on forest biological diversity, and that there is an urgent need to move forward with actions to address the loss of forest biodiversity;

RECALLING that in its November 1995 statement to the Intergovernmental Panel on Forests (IPF), the Conference of the Parties (COP) to the Convention on Biological Diversity (CBD) emphasized that:

- a) forests play a crucial role in maintaining global biodiversity, and hold the vast majority of the world's terrestrial species;
- b) the maintenance of forest ecosystems is crucial to the conservation of biodiversity well beyond their boundaries;
- c) within specific forest ecosystems, maintenance of ecological processes is dependent upon the maintenance of biodiversity;
- d) forest biodiversity loss is linked to the substantial deforestation, fragmentation and degradation of all types of forests;

RECALLING further that in this statement, the COP highlighted a number of specific CBD provisions and issues of particular relevance to effective implementation of the CBD in relation to forest biodiversity;

SUPPORTING the advice on forest biodiversity provided by the CBD's Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) at its second meeting;

WELCOMING the ongoing work under the IPF to pursue consensus and coordinated proposals for action to support the conservation and sustainable management of forests;

NOTING that Parties to the CBD, at their forthcoming Third Conference:

- a) will consider the need for further input to the IPF which builds upon its previous statement and which could draw upon the advice on forest biodiversity provided by SBSTTA at its second meeting;
- b) that such input could include a framework on forest biodiversity which could draw, *inter alia*, on the eight priority research areas identified by SBSTTA at its second meeting and that any programme of work under SBSTTA fully consider the final results of the IPF, following its fourth meeting in 1997;

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REQUESTS the Director General, within available resources:

- a) to ensure that forest biodiversity is a priority in the IUCN Programme;
- b) to strengthen IUCN's contributions to the effective implementation of the Convention on Biological Diversity, the Framework Convention on Climate Change and the Convention to Combat Desertification, and to the work of the IPF and other complementary international agreements and institutions related to forests;
- c) to formulate forest policies and management guidelines based on input from all regions, identifying and promoting successful experiences as potential models, providing technical assistance and facilitating dialogue at all levels.

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

## 1.21 Forest Concessions

RECOGNIZING that forest concessions in many parts of the world are operated in an unsustainable manner causing environmental damage, social dislocation and long-term economic loss;

FURTHER RECOGNIZING that forest concessions are frequently the primary catalysts for forest conversion and forest degradation as ranchers, farmers and settlers enter previously inaccessible areas;

NOTING that in many countries the financial and economic benefits from forest concessions are often far less than the potential benefits;

ALARMED by the increasing trend of major enterprises seeking concession rights to large forested areas, particularly in economically vulnerable developing countries and countries in transition without adequate conditions to ensure that their operations are conducted sustainably;

RECALLING Recommendations 18.21 (Environmental Standards of Companies Operating Outside their Country of Primary Incorporation), 19.22 (Indigenous People) and 19.34 (Environmental Impact of Transnational Corporations) of the 18th and 19th Sessions of the IUCN General Assembly;

ALSO RECALLING Action 14.9 in *Caring for the Earth* which recommends: "Set stumpage prices to reflect the timber's full value; charge license fees that discourage exploitation of stands of marginal commercial value; and auction concessions competitively";

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### REQUESTS:

1. All States and responsible government agencies to redefine the concept of forest concessions more broadly by designing "forest management" concessions, rather than narrow "logging" or "timber harvesting and processing" concessions. These forest concessions should include, for example, watershed or other appropriate ecosystem-based management planning, ecosystem analysis, low impact harvesting systems, and protection of parts of large concessions;
2. States, government agencies, corporations and other private landholders to apply the following principles governing forest management concessions and sale or transfer of forest land:
  - a) the process should be pursued in an open and transparent manner, including effective and equitable public participation by local communities and indigenous peoples; there should be public review and comment with mechanisms to respond to public comments prior to concession, sale or transfer, and to address further public concerns during the operational phase of concession management;
  - b) environmental and social impacts of concessions should be assessed in a thorough, credible and professional manner prior to a decision on granting the concession,
  - c) areas of critical environmental or cultural significance, as defined both by social, economic and environmental analysis and by participation of interested stakeholder groups, should not be opened to forest concessions;
  - d) existence of adequate institutional arrangements for monitoring compliance with the concession terms should be a precondition for initiating new or expanded concession operations, and concession contracts should be continued or renewed periodically by the appropriate authority based upon the concession holder's compliance with the agreed concession terms during the previous operational period;
  - e) agreement should be reached on locally applicable best management practices and their application, e.g. protection of riparian zones, establishment of special forest reserves, creation of biological corridors, setting aside commercially inoperable areas, etc.;
  - f) forest concession fee structures should be devised to capture most of the potential forest "rent", and further ensure equitable sharing of financial benefits from the concessions to society, including through mechanisms such as fees and taxes;
  - g) forest management authorities, forest concessionaires, local communities, resident indigenous peoples and other stakeholders should cooperate to devise agreed approaches for managing access to public forests opened by concessions;

- h) in addition, innovative mechanisms should be developed to improve forest management and conservation through, for example, tax incentives for conservation, performance bonds and public competitive auctions;
3. Consistent with the principles outlined above, the corporate sector entities to follow a corporate code of conduct for forest management concessions and forest stewardship;
  4. Landholders engaged in the sale or transfer of large tracts of forest land to consider the environmental and social values that might be affected by such sale or transfer, and to engage local communities and other interested stakeholder groups within the local jurisdiction and to seek their views on options for the management and disposition of the land;
  5. Appropriate international institutions and organizations to develop model forest concession laws which could be adopted at the national level;
  6. States and government agencies to devise minimum standards for concession leases and transfer and sale of public forest land which are consistent with the principles described in Operative Paragraph 2 above; downward harmonization of such standards and processes should be discouraged in recognition that it is inappropriate to encourage investment by relaxing environmental protection; States and government agencies should collaborate to promote the highest possible standards at a regional level and that neighboring jurisdictions and countries do not engage in downward harmonization of environmental, social and economic standards to compete for foreign investment;
  7. The Director General and IUCN members to develop and implement programmes and initiatives to assist nations in minimizing environmental, social and economic problems posed by forest concessions and sale or transfer of forest lands.

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

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

## **1.22 Voluntary Independent Certification of Forest Management and Marketing Claims**

RECOGNIZING the potential of voluntary, independent certification of forest management and product labelling as market-based incentives to improve forest management, and to build and maintain consumer confidence in forest products;

RECOGNIZING that voluntary independent certification is one of many tools to improve forest management and conservation;

RECALLING Action 14.8 in *Caring for the Earth*, "Create a market for forest products from sustainably managed sources and use wood more efficiently";

NOTING that there is growing private and public sector support for credible forest certification that:

- a) assesses specific forest management units;
- b) operates independently of parties with either an equity interest in, or decision-making authority over, specific forest operations being assessed, is transparent, and involves a wide range of stakeholders and interested parties in the setting of certification standards;
- c) utilizes a comprehensive range of environmental and social criteria which include specific performance goals as well as effective administrative management systems to ensure continuous improvement, and which enable certifiers to determine whether the performance goals have actually been attained in the forest;
- d) assures through product labelling and chain-of-custody tracking that a certified product came from a certified forest; and
- e) is accredited by a internationally recognized accreditation body that can hold the certifier accountable to a common set of principles and protocols, and thereby ensure a level playing field worldwide;

NOTING that this private and public sector support is creating demand for forests and forest products that are certified in reference to:

- a) compliance with all applicable laws;
- b) tenure and use rights and responsibilities;
- c) rights of indigenous peoples;
- d) community relations and workers rights;
- e) multiple benefits from the forest;
- f) the conservation of biological diversity;
- g) ecological functions and integrity of the forest;
- h) management plans appropriate to the scale and intensity of the operations;
- i) monitoring and assessment;
- j) natural forests and conservation of sites of major environmental, social, or cultural significance within them;

k) plantation management in accordance with the above;

NOTING that there are many and various current activities related to voluntary certification and labelling;

NOTING that certification and product labelling can be improved by learning from practical experience and further research;

NOTING that as chain-of-custody is at its early stages of development but is an important and complex issue it warrants further study and development to remove uncertainties along the chain-of-custody from the forest to the final point of purchase;

NOTING that the Forest Stewardship Council has developed a set of principles which serve as a reference standard for the assessment and certification of specific forest management units;

NOTING the work of various other national and international organizations related to the certification of forest management;

FURTHER NOTING that the International Organization for Standardization (ISO) established a working group with the task of preparing a report describing reference material on the application of the ISO 14001 to the forest sector, and recognizing that this report cannot form the basis for performance claims nor create a product label;

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REQUESTS IUCN members and the Director General to monitor, evaluate and where appropriate provide technical and scientific assistance, and foster and if necessary initiate policy discussion in the development of voluntary, independent certification of forest management and associated products labelling.

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

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

## 1.23 Forest Management Plans in South America

CONSIDERING that the unsustainable commercial exploitation of timber has been a powerful threat to the integrity and diversity of natural forests;

NOTING the technical, scientific, social and environmental shortcomings currently apparent in the formulation and implementation of plans for the management of the forests of South America;

CONSIDERING that the knowledge of forest ecosystems and their use in Latin America, although needing to be systematized and further extended, is sufficiently developed to provide the basis for the formulation and implementation of comprehensive, sustainable management plans, and that the lack of knowledge and technical tools cannot therefore be cited as grounds for justifying the non-sustainable utilization of South American forests;

NOTING that while in many South American countries management plans are a prerequisite for obtaining authorizations for forest activities, in practice such plans become mere justifications for obtaining logging permits;

OBSERVING that current management plans recognize neither the heterogeneity and potential of non-timber forest products, nor the many benefits provided by forests to society;

CONSIDERING the objective under the terms of the International Tropical Timber Agreement that by the year 2000 all timber sold on world markets would originate in forests which are sustainably managed;

MINDFUL that most South American governments have expressed in the Intergovernmental Panel on Forests (IPF) their willingness to make efforts to achieve the sustainable use of forests;

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

1. RECOMMENDS that the governments of South American countries:
  - a) take into account the principles of social equity, conservation of biological diversity and maintenance of the many benefits provided by forests, in the preparation, approval and implementation of management plans;
  - b) define transparent mechanisms for the development, control and monitoring of the implementation of management plans;
  - c) create incentives and forms of cooperation between the business sector and local populations with a view to developing and implementing forest management plans which imply diversified use of forest and other resources derived from forest ecosystems, establishing a balance between environmental, social and economic criteria;
  - d) encourage and sponsor research and learning activities based on experience and knowledge, with a view to achieving a constant improvement in forest policies, management plans and their implementation;
  - e) establish training programmes for forest professionals involved in the preparation, implementation and monitoring of management plans;
2. RECOMMENDS that FAO, the World Bank, the Inter-American Development Bank, the Center for International Forestry Research (CIFOR), the Amazon Cooperation Treaty (TCA), cooperation agencies and other related organizations:
  - a) support the efforts of governments and communities to prepare, implement and monitor the execution of management plans;
  - b) promote the development of mechanisms for the recognition in management plans of the experience and interests of all those who inhabit forest ecosystems;
  - c) establish parameters, indicators and guidelines for the preparation, implementation and monitoring of plans for the management of non-timber forest products;
3. URGES IUCN members to consider the principles of this Recommendation in international fora such as the Commission for Sustainable Development, the Convention on Biological Diversity and the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and promote observance.

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

## **1.24 Impacts of Human-Induced Fire Events on Biodiversity Conservation**

RECOGNIZING that both protected areas and non-protected natural and modified habitats on public and private lands make a vital contribution to the conservation of biodiversity and ecological integrity;

RECOGNIZING that many ecosystems are highly sensitive to fire, for example wetlands, rainforests and alpine areas, and that their ecological integrity may be destroyed, degraded or significantly altered as a result of inappropriate fire regimes; and that other ecosystems such as prairies are dependent on fire to maintain natural processes;

RECOGNIZING that fire is required to renew or to maintain the natural ecological characteristics and functions of ecosystems such as natural grasslands, brush lands, pine forests and the boreal forest, and can be an appropriate landscape management tool;

NOTING that in many parts of the world the natural vegetation is highly flammable under certain conditions and that where land-use patterns are inappropriate this creates risks to life and property;

NOTING that urbanization (residential, recreational, tourism, etc.) increasingly extends into natural or semi-natural areas of value for biodiversity and that protected areas may receive large numbers of visitors;

NOTING that in many such areas the incidence of human-induced fires is increasingly more common than naturally-caused fires because of arson, accidental fire and planned fire events;

NOTING that in both protected and non-protected areas the optimum strategy is one that utilizes a better balance of techniques including planned fire events and non-fire-based risk reduction strategies;

NOTING that in some protected and non-protected areas the current management focus on the use of planned fire events for fuel reduction is giving rise to an increasing reliance on fire-based techniques at the expense of more ecologically and economically sustainable non-fire-based risk reduction strategies; and in some ecosystems the absence of fire-based management techniques may lead to the irreversible loss of biodiversity;

BELIEVING that all human-induced fire management strategies should place emphasis on ecological sustainability when implementing strategies to reduce risks for life and property;

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

1. REQUESTS the Commission on Ecosystem Management to identify the types and extent of ecosystems subject to frequent occurrences of human-induced fire events, and to identify and consider the implications of human-induced changes to natural fire regimes for the biodiversity and ecological integrity of such ecosystems;
2. CALLS upon all governments to have regard for the ecological sustainability of affected ecosystems when implementing bush fire risk management strategies in relation to both public and private lands.

## **1.25 Guidelines for Using the IUCN Red List Categories at the Regional, National and Sub-national Level**

WELCOMING the work that has been carried out by the Species Survival Commission (SSC) to develop more objective means to identify and list threatened species, which resulted in the adoption of the IUCN Red List Categories by the IUCN Council in 1994;

ACKNOWLEDGING that IUCN's Red List Categories are designed to assess the level of threat to species at the global level;

NOTING that the global IUCN Red List Categories and Criteria when applied to populations at the regional, national and sub-national level (hereafter referred to as the regional level) may provide a misleading indication of the status of those populations;

AWARE that the SSC, in collaboration with several national institutions, has initiated a process to develop guidelines for using the IUCN Red List Categories at the regional level;

FURTHER EMPHASIZING the urgency to complete this work in the light of important provisions of the Convention on Biological Diversity (CBD), in particular the following:

- a) Article 6, which requires Contracting Parties to develop national strategies, plans or programmes for the conservation and sustainable use of biological diversity;
- b) Article 7, which requires Contracting Parties to identify and monitor the status, and threats to components of biological diversity within their territories;
- c) Annex I, which emphasizes the need to include a focus on threatened species in national programmes to identify and monitor components of biological diversity;

RECOGNIZING that the use of these guidelines will be at the discretion of countries and is not intended to supersede either existing guidelines or future guidelines a country might wish to develop;

EMPHASIZING the importance of ensuring that these guidelines are relevant and applicable to different species, populations and stocks especially those under management programmes;

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

1. REQUESTS the SSC, within available resources, to complete the development of guidelines for using the IUCN Red List Categories at the regional level as soon as it is practicable, in an open and transparent manner in collaboration with:
  - a) experts and institutions throughout the world who are involved in monitoring and managing species at the regional level;
  - b) the Environmental Law Centre, members of the Commission on Environmental Law, NGOs and others involved in developing legislation and regulations concerning threatened species;
2. FURTHER REQUESTS the SSC :
  - a) to convene a representative international workshop as part of the process to develop these proposed guidelines;
  - b) to strengthen participatory processes whereby regional assessments feed into global assessments;
3. CALLS UPON the Parties to the CBD, non-governmental organizations and donor institutions to support financially the process to develop these guidelines;
4. REQUESTS the SSC to ensure that these guidelines reflect that there is a caveat to the existing criteria indicating that they may not be appropriate for assessing the risk of extinction for some species of marine fish, and take into account the continuing evolution of IUCN's Red List Criteria;

5. REQUESTS the Director General and the Chair of SSC:
  - a) to obtain the comments of IUCN members, SSC members and others on the draft guidelines once they have been developed;
  - b) to consider such comments, to revise the proposed guidelines and to circulate them to SSC members for further comments before submitting them to Council for formal adoption;
6. REQUESTS the Chair of SSC and the Director General to communicate with the SSC network of members, IUCN members and others to promote the appropriate use of the guidelines, once developed, on a national level.

## 1.26 Threats to Dugong

AWARE that the dugong (*Dugong dugon*) is listed as Vulnerable in the *IUCN Red List of Threatened Animals*;

NOTING that the largest populations of the species in the world are thought to reside in the waters of northern Australia and Papua New Guinea;

CONCERNED that there has been a rapid and catastrophic decline in numbers along the Queensland coastline from Cape Bedford to Hervey Bay, a distance of over 1200 km;

AWARE that researchers have attributed the decline in numbers to drowning in commercial fishing and shark protection nets, to traditional hunting and, at the southern end of the area, to decline in the seagrass beds essential for the species;

AWARE that increased tourist resort, marina development and other boating facilities that may increase the number of boats in and along the Great Barrier Reef and southern Queensland coast may threaten the dugong population;

ACKNOWLEDGING that along this coast groups of indigenous peoples have voluntarily ceased hunting of dugong until the population recovers;

ACKNOWLEDGING ALSO that commercial fishers have agreed to undertake a range of special measures to prevent continuing dugong mortality;

NOTING that the Australian Government has recently allocated special funds to undertake a dugong recovery plan consisting of a programme of management, education and research designed to prevent further decline in dugong numbers;

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1. CALLS UPON all States with dugong populations to undertake urgent measures to ensure that all steps are taken to prevent further decline of the species in their country;
2. CALLS UPON the Chair of the Species Survival Commission to request the Sirenia Specialist Group to complete and promote the implementation of the Sirenia Action Plan, with special reference to the status of the dugong;
3. CALLS UPON the Director General to write to all governments of States with dugong populations, including the Australian Government, expressing concern and :
  - a) urging that an ongoing programme of funding be provided for full implementation of Operative Paragraph 1;
  - b) urging that coastal tourist resorts and marina developments be restricted to locations that do not threaten the dugong populations along the Great Barrier Reef and southern Queensland coastline.

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

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

## 1.27 Protection of the Houbara Bustard

HAVING NOTED with much regret that contrary to Recommendation 18.44 of the 18th Session of the IUCN General Assembly which calls for a total ban on all forms of hunting of houbara bustard (*Chlamydotis undulata*), this species is still being extensively hunted in certain States of Asia and North Africa;

DEEPLY CONCERNED that the houbara bustard is under great stress due to this continued hunting;

AWARE that the houbara bustard is trapped for illegal export due to demand in certain countries, further depleting its population;

ASTONISHED to note that despite the great pressure of wide-scale hunting and trapping in most of the range States of West and Central Asia and North Africa, the houbara bustard has been removed by BirdLife International from the IUCN Red List of threatened species without consultation with experts and institutions in the range States and the SSC Houbara Bustard Working Group;

CONCERNED that hunting of houbara bustard is going on in breeding and nesting areas in Central Asia and North Africa;

NOTING that countries in Asia, North Africa and sub-Saharan Africa, where the hunting is going on, have made a commitment to protect the houbara bustard, notably as signatories to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and in most cases the Convention on the Conservation of Migratory Species of Wild Animals (CMS);

APPRECIATING the fact that the countries concerned have several times made a decision to ban hunting of the houbara bustard;

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

1. URGES the Governments of countries in Central Asia, North Africa and sub-Saharan Africa to honour their decisions and commitments, to stop issuing hunting permits until such time as the population is no longer in danger;
2. REQUESTS the Director General, within available resources, to:
  - a) commission a study on the status of the houbara bustard where it still exists as either a migratory or sedentary species;
  - b) assist all range States in developing a plan for the conservation of the houbara bustard.

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

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

RECALLING that the Convention on the Conservation of Migratory Species of Wild Animals (CMS), opened for signature in Bonn on 23 June 1979, encourages international cooperation to conserve migratory species;

RECOGNIZING with concern the unfavourable conservation status of the Asiatic houbara bustard (*Chlamydotis undulata maqueenii*) in parts of its range;

APPRECIATING the efforts of the Kingdom of Saudi Arabia as the representative for Asia in the Standing Committee of the CMS towards conserving the Asiatic houbara bustard;

NOTING with appreciation the initiative taken by the Government of the Kingdom of Saudi Arabia in developing a multilateral agreement on the conservation and management of the Asiatic houbara bustard ;

ACKNOWLEDGING the recommendation adopted by the First Meeting of Houbara Bustard Working Group of the IUCN Species Survival Commission hosted by the Sultanate of Oman (Muscat, January 1996);

WELCOMING the recent developments taken by the Kingdom of Saudi Arabia, interim secretariat for the Asiatic Houbara Bustard Agreement, represented in the official circulation of the Draft Agreement to the houbara bustard range States in Asia;

The World Conservation Congress at its 1st Session in Montreal, Canada, 14–23 October 1966:

1. REQUESTS all Governments of the range States of the Asiatic subspecies of the houbara bustard to cooperate and to take all appropriate action towards reviewing and commenting on the Draft Agreement formally circulated to their respective countries, and forward these comments as soon as possible to the National Commission for Wildlife Conservation and Development (NCWCD), Riyadh, Kingdom of Saudi Arabia;
2. FURTHER REQUESTS the Director General of IUCN, to the maximum extent practicable and within available resources, to:
  - a) assist all range States of the Asiatic houbara bustard to undertake in their respective countries, comprehensive surveys of the houbara bustard including, *inter alia*, breeding grounds, wintering grounds, migration flyways and en route resting sites, and to assist in the development of guidelines for management plans and actions needed in the range states for the conservation of that species and its habitat;
  - b) take appropriate steps towards contacting all respective Governments of the range States of the Asiatic houbara bustard to encourage and assist the concerned departments in such countries to take all possible action towards supplying the interim secretariat for the Asiatic Houbara Bustard Agreement, without delay, their comments on the text of the Draft Agreement circulated officially by the Government of Kingdom of Saudi Arabia.

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

## 1.29 Trade in Sturgeon

NOTING that the world trade in the caviar of sturgeon (Acipenseridae) has almost tripled in volume since 1991, from 150 tons to over 350 tons;

AWARE that the IUCN Species Survival Commission has listed all three of the major caviar-producing sturgeon species – beluga (*Huso huso*), sevruga (*Acipenser stellatus*) and Russian (*Acipenser gueldenstaedti*) – as Endangered;

CONCERNED that there is very little if any natural reproduction of beluga sturgeon in the wild – the Black Sea population is on the verge of extinction, the Caspian Sea population survives only as a result of restocking, the Adriatic Sea population is extinct and it is unclear whether spawning continues at the last remaining natural site in the Ural River;

ALARMED that because of poaching, the hatcheries which raise beluga sturgeon for restocking have no brood stock and have been forced to discontinue their restocking programmes;

DEEPLY CONCERNED that consumers are unaware that the flood of caviar for sale in markets worldwide results from criminal poaching and is causing the extinction of sturgeon species;

RECOGNIZING that urgent and concerted measures are needed to protect the very existence of several sturgeon species and to maintain a commercial trade in caviar at sustainable levels;

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

1. CALLS ON States party to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) to submit before 10 January 1997 a proposal to the CITES Secretariat for consideration at the Tenth Conference of the Parties to CITES (June 1997) to include commercially exploited sturgeon species on the Appendices of CITES;
2. URGES States to alert their CITES enforcement agencies to prepare to control trade in any listed sturgeon species and their products, especially caviar;
3. ENCOURAGES exporting States to adopt a labelling standard that requires the species name on all sturgeon products, especially caviar;
4. URGES those States located on (a) the Danube and Black Sea, (b) the Caspian Sea and (c) the Amur River, to conclude regional treaties to control all fishing of sturgeon, and to make enforcement of anti-poaching laws a high conservation priority in those regions;
5. CALLS ON all retailers and wholesalers of caviar to adopt a voluntary moratorium on the sale of beluga caviar until such time as the species is no longer threatened with extinction and poaching is brought under control.

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

### 1.30 Protection of the Biodiversity of the Amami Islands of Japan

AWARE of the continued threat to the biodiversity of the Amami Islands by golf course, resort and other development activities;

RECOGNIZING that the Amami Islands of Japan are home to several rare and endemic species of flora and fauna, among them the Amami rabbit (*Pentalagus furnessi*), which is recognized as one of the most primitive lagomorphs in the world and which is endemic to the Japanese islands of Amami and Tokuno;

NOTING that the Amami rabbit is classified in the 1996 *IUCN Red List of Threatened Animals* as Endangered;

RECOGNIZING that the Amami rabbit is a unique component of the world's biodiversity and a natural treasure of not just Japan but of the world;

AWARE that the Government of Japan has declared protected status for the Amami rabbit as a "Special Natural Monument";

CONCERNED that this protected status provides physical protection for the Amami rabbit but does not provide protection of its habitat;

CONSCIOUS that, while reliable survey information is not available, destruction of the Amami rabbit's habitat is resulting in a dramatic decrease in the rabbit population, from roughly 6,000 individuals in 1977 to an estimated 3,000 in 1995;

CONCERNED that in addition to the Amami rabbit, a number of other species have been declared Endangered in Japan and that the unique island biodiversity of the Amami Islands is also threatened by human incursion and development. The threatened species included in the National Red Data Book include the white-backed woodpecker, White's ground thrush, the Amami woodcock and two amphibians, namely Ishikawa's frog and the Otton frog;

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

1. CALLS UPON the Government of Japan:
  - a) to upgrade protection measures for the Amami rabbit to include protection of its habitat taking into consideration the recommendations of the Lagomorph Specialist Group of the IUCN Species Survival Commission;
  - b) to regulate further construction projects in the Amami Islands and require proof that these will not harm the Amami rabbit population or threaten the biodiversity of the Amami Islands;
  - c) to hold construction companies carrying out development projects in the Amami Islands publicly accountable for the impact of their activities on biodiversity;
  - d) to require an open and public environmental impact assessment process for all proposed construction projects before such projects are started;
2. URGES construction companies carrying out development activities in the Amami Islands to take full responsibility for the rare flora and fauna under their care;
3. REQUESTS the Director General, within available resources and in partnership with other concerned international non-governmental organizations, to continue to monitor the status of the Amami rabbit and the biodiversity of the Amami Islands in general, and to work to counter threats to Japan's biodiversity.

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

### **1.31 The Significance of Pacific Salmon to Canada and USA**

AWARE that salmon runs have always been vital to a way of life on the Pacific Coast of North America, an important part of the natural heritage of the region, and an important source of food, income and recreation for aboriginal, commercial and sport fishers;

RECOGNIZING that salmon have long been the backbone of the commercial, recreational and aboriginal fisheries, were instrumental in the development of much of the Pacific Coast, are considered the lifeblood of many coastal communities, and play a vital role in maintaining the lifestyle of coastal residents;

AWARE that concern about the state of the salmon resource, especially wild salmon resources, has increased significantly in recent years among those directly involved with the resource or its management, as well as among the citizens of both countries, and that West Coast citizens in particular strongly desire effective cooperation between Canada and USA in their efforts to manage Pacific salmon stocks on an ecosystem basis, to ensure the protection of the resource and to increase its productivity;

RECOGNIZING that in Canada and USA provincial, state and national governments have undertaken independent initiatives to conserve Pacific salmon so as to receive benefits from salmon returns;

RECOGNIZING the importance of habitat protection for the survival of Pacific salmon and that governments at all levels in both countries have undertaken initiatives to protect and restore salmon habitat;

RECOGNIZING that activities to enhance, conserve and share Pacific salmon should be carried out in a coordinated, cooperative way;

AWARE that the UN Convention on the Law of the Sea and the Rio Declaration on Environment and Development, which have been widely endorsed by the international community, include provisions relevant to the conservation of Pacific salmon;

NOTING that Pacific salmon are subject to federal, state and tribal jurisdictions, Canada and USA have entered into the Pacific Salmon Treaty designed to prevent over-fishing, provide for optimum production and provide for each Party to receive benefits equivalent to the production of salmon originating in its waters;

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

1. CALLS UPON governments at all levels in Canada and USA to ensure that fisheries subject to their jurisdiction are conducted in accordance with the principles of conservation and cooperation;
2. URGES both Parties to the Pacific Salmon Treaty:
  - a) to continue to give high priority to implementing the Treaty and its related Memorandum of Understanding;
  - b) to renew their commitment to resolve the long-standing dispute over application of the equity and conservation principles consistent with provisions of the Pacific Salmon Treaty and its related Memorandum of Understanding.

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

## **1.32 Ecotourism and Protected Areas Conservation**

RECALLING Resolution 19.1 of the 19th Session of the IUCN General Assembly, which called on IUCN to give particular attention to its members in developing countries while encouraging change in consumption and resource use patterns in the developed world;

NOTING that the expertise and experience of IUCN in conservation gives the Union an important capacity to contribute to formulating and implementing policies for sustainable development at the local, national and regional levels;

RECOGNIZING that protected marine and terrestrial habitats with high biodiversity value are becoming popular tourism destinations throughout the world, including in many IUCN member countries;

NOTING that tourism is expected to double in the next twenty years and that a growing share of that travel will be to national parks and other protected areas, and to other nature-based destinations;

CONCERNED, however, that according to some studies, tourism to natural areas in the absence of appropriate policies and plans does not always lead to conservation;

NOTING that many natural marine and terrestrial tourist destinations are in developing countries which currently have limited institutional capacity and financial resources to manage these ecosystems in a sustainable way;

CONCERNED that many protected areas lack the strong environmental education and interpretation programmes, services or facilities and that many others lack personnel trained in tourism and visitor management;

NOTING, further, that where local peoples do not share in the benefits from tourism to natural areas, they receive little incentive from the tourism industry to preserve these areas in a sustainable way;

RECOGNIZING, nevertheless, that some IUCN member countries and organizations have made noteworthy strides in formulating and implementing tourism policies that generate incentives and revenues to cover a share of the costs of managing and protecting marine and terrestrial protected areas, while benefiting local peoples and national economies;

RECALLING that Actions 1.4, 2.2 and 3.3 of the Caracas Action Plan, adopted by IVth World Congress on National Parks and Protected Areas (Caracas, Venezuela, 1992), call on governments and private environmental groups to assess the full benefits of protected areas and put in place incentives, such as ecotourism, to mobilize resources for the protection of ecosystems on a sustainable basis, as part of a global initiative to strengthen national funding for environmental conservation;

RECOGNIZING that careful planning and supervision of tourism to natural areas can be a powerful tool for enhancing the value of natural areas and therefore avoiding their conversion to other uses, while at the same time providing sustainable opportunities for enhancing the livelihood of local populations;

NOTING further that Resolution 19.4 of the 19th Session of the General Assembly required the Council and Director General to give priority to strengthening and developing the protected areas activities of IUCN;

WELCOMING the recent establishment of the Task Force on Tourism and Protected Areas of the World Commission on Protected Areas (WCPA);

NOTING further that many private sector enterprises, non-governmental organizations and public agencies often use the term "ecotourism" indiscriminately for all tourism in natural areas even when such activity provides no measurable benefits to the natural area or the people living close to the areas involved and at times directly threatens those areas;

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

1. CALLS UPON IUCN members and the Director General to promote the concept of ecotourism and proposes for consideration the following general description: environmentally responsible travel and visitation to natural areas, in order to enjoy and appreciate nature (and any accompanying cultural features, both past and present) that promote conservation, have a low visitor impact and provide for beneficially active socio-economic involvement of local peoples;
2. CALLS upon IUCN members to adopt and implement policies, based on the above description, which;

- a) generate tangible benefits for natural area conservation on a sustainable basis while maintaining the integrity of the ecological systems and biodiversity values of natural areas;
  - b) allow protected areas to collect and retain tourism revenues that reflect:
    - i) the fair market value of visitor services;
    - ii) the real costs of sustainable management and operation of such areas;
  - c) allocate tourism revenues to protect and manage the areas from which these revenues are generated and to provide employment and support activities that benefit local communities linked to the protected areas, with any additional funds being channeled to promote, plan and manage ecotourism, conservation education and environmental awareness at the national level;
  - d) enhance protected area zoning and management, including regulations for private concessions on public lands, trade in wildlife and cultural property, and the clarification of jurisdictional mandates and responsibilities among national, regional and local agencies involved in tourism and conservation so as to ensure that the natural systems and biodiversity of the area are maintained;
  - e) encourage protected area agencies, where appropriate, to hire or train qualified tourism and visitor management staff;
  - f) encourage parks and natural resource education institutions to develop training curricula aimed at all aspects of tourism and visitor management;
  - g) encourage the development or maintenance of environmental education and interpretation programmes, services and facilities;
  - h) encourage the collection of standardized park visitor use and visitor impact data;
  - i) promote the adoption of codes of behaviour relating to visitors and tour service providers, particularly as they might apply in and around protected areas;
  - j) develop formal mechanisms for coordination and participation of different stakeholder groups, and emphasize the use of partnerships between local communities, protected area authorities and the private sector so as to improve the flow and distribution of ecotourism benefits to local communities in such a way that they act as an incentive for improved management of natural resources;
3. REQUESTS the Director General, within available resources, to:
- a) expand the role of IUCN in communicating information about ecotourism guidelines;
  - b) convene a series of regional workshops on Ecotourism and Conservation, or a summary workshop before or during the next World Conservation Congress, at which IUCN members would be invited to share experiences on topics, including:
    - i) setting policies for mobilizing funding from tourism, and budgeting these revenues for park and protected areas operation and management;
    - ii) strengthening local regulations and institutions involved in overseeing tourism activity in parks and protected areas;
    - iii) exploring means of local ownership in specific ecotourism ventures;
    - iv) identifying market niches for local art, handicrafts and tourism guides and other services;
    - v) organizing local groups to advocate public investments in local education, infrastructure and other services which improve local quality of life and sustain community-based ecotourism efforts;
    - vi) working with private enterprises to increase and share the benefits (e.g. through joint ventures and local employment) from their ecotourism operations and to conduct their activities and manage their facilities in an environmentally responsible way;

- vii) monitoring the impact of tourism to protected areas on local cultures and economies as well as on the protected ecosystems;
- c) support WCPA and its Task Force on Tourism and Protected Areas in its work with interested national and international tourism organizations, and with IUCN members, in formulating a comprehensive strategy to ensure that tourism activities support conservation of national parks and protected areas, while sharing benefits locally and minimizing harm to local cultures and the environment;
- d) encourage the WCPA Task Force to explore and evaluate the growing experience on the use and evaluation of standards and independent certification of ecotourism activities to promote the concept of ecotourism in a consistent manner.

### **1.33 Conservation on Community and Privately Owned Lands and Waters**

AWARE that the 17th Session of the IUCN General Assembly (San José, Costa Rica, 1988) noted the value of Protected Landscapes/Seascapes (Category V in the IUCN Protected Area Management Categories) and urged greater application of the concept;

ALSO AWARE that the 19th Session of the IUCN General Assembly (Buenos Aires, Argentina, 1994) called on all governments to protect substantial percentages of all plant and animal communities (Recommendation 19.38) and called on Australian governments to implement off-park conservation measures (Recommendation 19.84);

AWARE that protected areas in most categories, except IUCN Categories V and VI, are generally owned and managed by the State;

RECOGNIZING that many States, despite investing every effort to achieve a comprehensive, adequate and representative system of protected areas, fail to achieve this because of practical difficulties and high purchase, management and social costs;

RECOGNIZING that few reserves, regardless of size, are capable of meeting the year-round needs of migratory and other highly mobile fauna;

RECOGNIZING that many examples of habitats which are poorly represented or unrepresented in protected area systems occur within natural habitat remnants or modified habitats on community and private lands and waters, and that these areas make an important local contribution to conserving biodiversity and may, among other things, also provide refuges for wildlife including rare and endangered species, act as wildlife corridors and help maintain species diversity in largely modified landscapes;

RECOGNIZING that many habitat remnants are under threat of destruction from clearing or degradation from, among other things, population pressure, grazing, soil erosion, and/or salinization, and that the pressure on such remnants is often the result of competition from people striving to survive at a subsistence level;

RECOGNIZING that many landowners, with ongoing support from the community and governments, would be willing and able to retain and manage important areas;

RECOGNIZING that economic returns can be obtained from ecologically sustainable use of plants and animals and that this will enable wide community benefits;

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

1. REQUESTS the World Commission on Protected Areas (WCPA), working regionally and in partnership with IUCN members such as the International Centre for Protected Landscapes and the Atlantic Centre for the Environment, to identify and promote best practice approaches to biodiversity conservation on community and privately-owned lands and waters, including a range of incentives and other mechanisms such as management agreements with land-owners and NGO-government partnerships;
2. CALLS ON all governments to give high priority to complementing the State-owned and -managed protected area system by developing and implementing programmes which support conservation on community and privately-owned lands and waters, including measures which facilitate contributions by NGOs, encourage the greater use of protected areas in Categories V and VI, and Biosphere Reserves, and incorporate the best practice initiatives identified above.

### **1.34 Support for the First Latin American Congress on National Parks and Protected Areas, Colombia, May 1997**

CONSIDERING Resolution 19.4 of the 19th Session of the IUCN General Assembly, on national parks and protected areas, and in particular the Caracas Action Plan adopted at the IVth World Congress on National Parks and Protected Areas in 1992;

CONSIDERING ALSO Resolution 19.2 of the 19th Session of the IUCN General Assembly on the role of the IUCN Commissions, which calls for the strengthening of the Commissions as important agents in the pursuit of the Mission of IUCN;

CONSIDERING further the decision of the institutions and expert members of the Latin American Network for Technical Cooperation on National Parks, other Protected Areas and Wildlife, whose international secretariat is provided by the FAO Regional Office for Latin America and the Caribbean, to combine their efforts to organize a First Latin American Congress on National Parks and Protected Areas;

RECALLING that at the IVth World Congress on National Parks and Protected Areas, the Latin American delegates submitted a motion to the Congress expressing their concern that Latin America's problems on protected areas were not adequately addressed;

NOTING that in that motion the Latin American delegates unanimously supported Colombia's proposal to organize the First Latin American Congress on National Parks and Protected Areas;

BEARING IN MIND that the First Latin American Congress on National Parks and Protected Areas will be a vital tool in reinforcing the process of regionalization of the World Commission on Protected Areas (WCPA) and consequently its presence and work in the region;

RECOGNIZING that the economic and social dynamics of the Latin American region is increasingly generating new and strong pressures on the biological wealth and peoples of the region and in particular on protected areas;

TAKING INTO ACCOUNT the importance of these problems and the need to promote and exchange experience, develop joint efforts and seek solutions appropriate to the realities of the region;

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

1. REAFFIRMS the need to develop the First Latin American Congress on National Parks and Protected Areas to be held in Colombia on 22–29 May 1997, as a means of articulating concerted regional efforts and experience on national parks and protected areas and the role they play in the conservation of biological diversity and sustainable development;
2. SUPPORTS the commitment of the South American members of WCPA to combine their efforts with the Government of Colombia and the Latin American Network for Technical Cooperation on National Parks, other Protected Areas and Wildlife, to organize and carry out this important activity;
3. REQUESTS the Chair of WCPA and the Director General, within available resources, to collaborate in preparing and to participate in the First Latin American Congress on National Parks and Protected Areas;
4. REQUESTS the Director General, within available resources:
  - a) to include support for this Congress in the IUCN Programme for 1997, especially through the Regional Offices of South and Meso-America and the Protected Areas and World Heritage Programme;
  - b) to take the necessary measures to provide the fullest possible support to the holding of the First Latin American Congress on National Parks and Protected Areas and subsequent follow-up of the resolutions and recommendations from this event, which is of great importance for the Latin American region.

## 1.35 Protected Areas

RECALLING Resolution 19.4 of the 19th Session of the General Assembly, on National Parks and Protected Areas, and in particular the adoption in 1992 of the Caracas Action Plan at the IVth World Congress on National Parks and Protected Areas;

NOTING the publication in 1994 by IUCN of *Guidelines for Protected Area Management Categories*, which has encouraged States to adopt systems of protected areas using six management categories;

RECOGNIZING that protected areas are essential to the implementation of Agenda 21 and the Convention on Biological Diversity (CBD), and that the Global Environment Facility (GEF) in particular is proving a valuable means to strengthen and extend protected areas;

NOTING that the Seville Strategy for Biosphere Reserves (adopted in November 1995) and the outcome of the Conference of the Parties to the Ramsar Convention (Brisbane, March 1996) recognized the central importance of protected areas to the successful achievement of objectives for Biosphere Reserves and wetland conservation respectively;

NOTING also that the work of the World Commission on Protected Areas (WCPA) identifies clear regional priorities for protected areas in many parts of the world, demonstrates the important economic benefits of protected areas, shows the desirability of inviting a wide range of public and private bodies to participate in the management of protected areas, and shows the need for a systematic approach to the development of a national network of protected areas;

RECOGNIZING moreover that while protected areas are vital components of national strategies for protecting biodiversity, fostering the sustainable use of biological resources and promoting the equitable sharing of benefits from these resources to all sectors of society, protected areas alone are insufficient to meet all the needs of conserving plant, animal and microbial life forms, populations and communities, especially if these geographic areas become isolated wildlands and waters set in landscapes that are increasingly modified by human activity, settlement and infrastructure;

REAFFIRMING the importance of protected areas as one of the principal means by which biodiversity can be conserved and other essential development objectives realized;

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

1. CALLS ON all State Parties to the CBD to include within their national biodiversity action plans proposals for the development and the strengthening of national systems of protected areas in line with Article 8(a) of the CBD;
2. URGES bilateral and multilateral donors, including the GEF, in their assistance to developing countries to give priority to implementing such protected areas systems;
3. REQUESTS all States, agencies and organizations working in the fields of conservation and development:
  - a) to take into account the recommendations in WCPA's regional action plans for protected areas;
  - b) to adopt policies towards protected areas which:
    - i) recognize that protected areas will survive only if they are seen to be of value, in the widest sense, to the nation as a whole and to local people in particular;
    - ii) complement the traditional focus of protected area management with actions outside the protected areas designed to meet sustainably the resource needs of human populations living in and around the protected areas;
    - iii) apply the IUCN system of protected area management categories which both provide strict protection primarily in order to protect nature and which provide for a balance of conservation and the sustainable use of natural resources and thereby help meet the needs of local people;
    - iv) apply existing experience on buffer zone management and development from UNESCO's Man and Biosphere Reserve programme and other relevant research so as to prepare and promote practical alternative development strategies for human populations living in and around protected areas;

- v) recognize that the maintenance of the cultural integrity and the traditional rights of indigenous peoples can often be supported by protected area policies and practices which safeguard traditional forms of sustainable resource use;
  - vi) while affirming the essential role of national governments in protected areas planning and management, also provide for a fuller role to be played by provincial and local governments, indigenous peoples, other local communities, NGOs and private organizations and individuals;
- c) to adopt policies toward bioregional planning which:
- i) apply the lessons of a growing body of ecological, biological and landscape science which call for the careful maintenance and restoration of remaining wildland and water areas as strictly protected areas; the sustainable management of those other protected area categories which permit resource extraction; and the protection or development of connections between these valuable sites by corridors of biodiversity-friendly land uses;
  - ii) adopt ecosystems or bioregions as the appropriate geographic scale for resource management programmes, within which protected areas are enveloped as components in a diverse landscape, including farms, harvested forests, fishing grounds, human settlements and infrastructure;
  - iii) support the above approaches to bioregional planning around protected areas with actions which encourage cooperation between private landowners, indigenous peoples, other local communities, industry and resource users; the use of economic incentives, tax arrangements, land exchanges and other mechanisms to promote biodiversity conservation; and the development of administrative and technical capacities which encourage local stakeholders, academic and research institutions and public agencies to harmonize their efforts.

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

## **1.36 The World Network of Biosphere Reserves**

RECOGNIZING that the conservation of biological diversity is integral to the safeguarding of cultural values and that biocultural regions form sound basic units for conservation practices and for sustainable use of resources;

BELIEVING that the Biosphere Reserve concept is an innovative and practical model for the implementation of significant elements of the Convention on Biological Diversity and other conventions concerned with the conservation and sustainable use of biological diversity and of Agenda 21;

BELIEVING ALSO that the World Network of Biosphere Reserves should expand and that the Biosphere Reserve concept should be implemented more widely;

WELCOMING the efforts of governments and non-governmental organizations to apply the principles of Biosphere Reserves by designating other types of model areas and by devising mechanisms to integrate protected areas with the surrounding region in cooperation with the private sector and local people;

RECOGNIZING that training, education and the promotion of public awareness on biological diversity are essential to successful research and long-term monitoring, and that these contribute to productive community involvement in bioregional planning and sustainable use of resources;

RECOGNIZING that Resolution 2.4 of the November 1995 UNESCO General Conference endorsed a new vision of Biosphere Reserves through the Statutory Framework of the World Network and the Seville Strategy, which recommends specific actions at the international, national and individual reserve levels in order to facilitate an appropriate relationship between conservation and development;

RECOGNIZING that the World Network of Biosphere Reserves, as implemented through the Seville Strategy, offers an excellent means by which to conserve biological diversity, to safeguard community cultural values and to explore and demonstrate inter-sectoral approaches to land-use planning and sustainable development at the level of biogeographical regions;

RECOGNIZING ALSO that many Biosphere Reserves already established throughout the world are not managed or funded in such a way that they can carry out, to the fullest extent, their basic mandate of serving as examples for the implementation of effective conservation practices and sustainable use of natural resources; that optimum use is not made of the potential and opportunities offered by the World Network of Biosphere Reserves for training, education, public involvement and incorporation of traditional ecological knowledge; and that many are not satisfactorily integrated with respective national and international scientific research communities so that they can be important contributions to increasing knowledge of biological diversity, global environmental change and long-term natural resources management;

SUPPORTING especially the emphasis on the involvement of local communities in the promotion of sustainable development, including education, conservation and research within the Biosphere Reserve concept;

RECOGNIZING that IUCN, through its members, Commissions and Secretariat, can contribute to the effective implementation of the Statutory Framework of the World Network and the Seville Strategy;

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

1. COMMENDS UNESCO for its leadership and foresight in preparing the Seville Strategy for Biosphere Reserves;
2. CALLS UPON all IUCN members, all Commissions and the Director General to encourage the expansion and strengthening of the World Network of Biosphere Reserves by cooperating with UNESCO-MAB (Man and the Biosphere), National MAB Committees and individual reserve managers in the implementation of the Seville Strategy for Biosphere Reserves;
3. ENCOURAGES the appropriate IUCN Commissions to assist the World Network of Biosphere Reserves to exchange experience relating to the development of scientific data and bioregional approaches to ecosystem management;
4. INVITES the Director General, IUCN National Committees and appropriate members of IUCN to work with the MAB National Committees in each participating country to complete or update the management plan for each Biosphere Reserve in accordance with the Seville Strategy, and to work energetically with the MAB National Committees toward

securing adequate funding for MAB activities and their integration with national and international conservation and scientific programmes;

5. ENCOURAGES the World Commission on Protected Areas and UNESCO-MAB to build stronger links in support of the implementation of the Seville Strategy and the Statutory Framework;
6. RECOMMENDS funding bodies, including the World Bank and the Global Environment Facility, to take better advantage of the opportunity provided by Biosphere Reserves as a highly efficient and effective means for the implementation and evaluation of sustainable practices and the conservation of biological diversity at the local level as well as that of biogeographical regions.

## 1.37 Marine Protected Areas

RECOGNIZING the commitment of IUCN to establishing a global representative system of marine protected areas, including those on the high seas and polar waters, as expressed in Recommendation 19.46 of the 19th Session of the IUCN General Assembly;

AWARE that there has been considerable progress, as expressed in the report *A Global Representative System of Marine Protected Areas* prepared jointly by IUCN, the Great Barrier Reef Marine Park Authority and the World Bank;

CONVINCED that marine protected areas represent an important method for conserving marine biodiversity and contributing to the sustainable use of living marine resources;

CONSCIOUS that the use of marine resources and the rate of degradation of the marine environment are increasing;

CONCERNED that human activities which over-harvest resources and those which alter habitat have the potential to degrade ecosystems and may make species vulnerable to extinction;

COMMITTED to the adoption of integrated coastal management as an essential means of achieving sustainable use of marine and coastal ecosystems and of maintaining biological diversity;

ACKNOWLEDGING that there is an urgent need to ensure that a substantial portion of all ecosystems is conserved in an unexploited condition to act as reference, replenishment and refuge areas and that marine protected areas within integrated coastal management programmes can perform this function;

RECALLING Resolution 19.38, Targets for Protected Areas Systems, of the 19th Session of the IUCN General Assembly, as well as Recommendation 16 of the IVth World Parks Congress which urged governments to ensure that protected areas should cover a minimum of 10 per cent of each biome by the year 2000, and that some countries have found the adoption of percentage targets a useful way to help plan their protected area systems;

NOTING that the *IUCN Guidelines for Protected Area Management Categories* identify a range of protected area types, including more strictly protected areas in Categories I and II, to be used in the marine and terrestrial environment, and that systems of protected areas in the marine environment should be complemented by systems of integrated coastal management and by use of protected areas in other categories;

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

1. URGES all coastal States to move quickly to establish national systems of representative marine protected areas, in cooperation with local communities and resource users, so as to safeguard the biodiversity of each of their marine ecosystems, and also to set a percentage target for such representation where this would be useful and appropriate;
2. RECOMMENDS that coastal States, as part of their overall programmes of marine protected areas, establish viable marine protected areas which meet the protection criteria for IUCN Categories I and II, so as to safeguard a representative proportion of marine ecosystems in a natural state and thus help maintain sustainable use and biodiversity throughout their marine ecosystems;
3. RECOMMENDS that, as part of the IUCN Marine and Coastal Programme, the World Commission on Protected Areas develop guidance on the application of the *IUCN Guidelines for Protected Area Management Categories* in the marine environment.

## 1.38 Ecological Networks and Corridors of Natural and Semi-Natural Areas

HAVING REGARD to the shared responsibility in conserving the Earth's biological diversity;

ACKNOWLEDGING that governments, non-governmental organizations and individuals are making important efforts to conserve this biological diversity but that it is still under serious threat from the continuing loss and fragmentation of habitats and the deterioration in environmental quality;

REAFFIRMING the need for government policies to be sustainable and to be developed and implemented on the basis of collaboration and a common understanding of problems, needs and priorities;

RECOGNIZING that there is a growing body of experience being gained around the world by farmers, foresters, indigenous groups, public agencies, and other interested stakeholders, who are seeking institutional mechanisms that will encourage, enable and empower them cooperatively and voluntarily to manage their bioregions in ways that ensure their livelihoods and lifestyles, while building stewardship for the bioregion's biodiversity and protected areas;

REAFFIRMING the importance of incorporating coherent ecological objectives into all policies, and particularly those in the fields of nature conservation, environmental protection, agriculture and land-use planning;

RECOGNIZING the scientific underpinning from the field of conservation biology that emphasizes the importance of large bioregions in which national parks and other protected areas are linked by broad connecting habitat or conservation corridors to accommodate climate change impacts and wide-ranging species;

NOTING also that parts of or entire mountain ranges still offer good opportunities to create wildland bioregional-scale corridors, extending over hundreds or even thousands of kilometers, such as the southeastern Australia Great Dividing Range, the Rocky Mountains from Yellowstone to Yukon, and the Andean Bear corridor from Venezuela to Ecuador;

RECOGNIZING that ecological networks to conserve, restore and complement valuable protected and non-protected natural and semi-natural habitats are being developed in many countries around the world as a means of achieving these objectives, such as the Pan-European Ecological Network (EECONET), the Central American Biological Corridor, the Western Hemisphere Shorebird Reserve Network, the East Asian-Australian Shorebird Reserve Network and the network of flyway areas under the African-Eurasian Waterbird Agreement;

NOTING that these ecological networks often contain core areas, buffer zones, corridors and rehabilitation areas, are adapted to the needs of many kinds of ecosystems, habitats and species, are applied at different scales, and can accommodate compatible sustainable land uses and provide various forms of protection;

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

1. CALLS UPON all IUCN members to further the development of ecological networks at national, regional and intercontinental level as a means of strengthening the integrity and resilience of the world's biological diversity;
2. REQUESTS the Director General, within available resources:
  - a) to review experience in developing and applying ecological networks;
  - b) to promote cooperation in the further development of ecological networks at regional and international level, with a special focus on ecosystems and species that extend across national frontiers;
  - c) to report on these issues to the next World Conservation Congress.

## 1.39 Sustainable Use Initiative

RECOGNIZING that wild fauna and flora are vital to human survival;

REAFFIRMING Recommendation 18.24 of the 18th Session of the IUCN General Assembly, on Conservation of Wildlife Through Wise Use as a Renewable Natural Resource, that “ethical, wise and sustainable use of some wildlife can provide an alternative or supplementary means of productive land-use and can be consistent with and encourage conservation, where such use is in accordance with appropriate safeguards”;

RECALLING FURTHER the request to the Director General to coordinate IUCN programme activities, in consultation with the Species Survival Commission (SSC) and in collaboration with members, to develop guidelines for the sustainable use of wildlife;

AWARE ALSO that the 19th Session of the General Assembly, following an examination and evaluation of draft guidelines by specialists, adopted Recommendation 19.54 on Sustainability of Non-consumptive and Consumptive Uses of Wild Species, which requested the Director General to test and revise the draft guidelines for sustainable use for consideration by the next Session of the General Assembly;

RECOGNIZING the increasing importance that the international community has attached to the sustainable use of natural resources under such intergovernmental instruments and agreements as the Convention on Biological Diversity, the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the Ramsar Convention, Agenda 21, the Global Environment Facility and other internationally endorsed policy and financial instruments;

RECOGNIZING FURTHER that the Mission of IUCN clearly commits the Union to ensuring that any use of natural resources is equitable and ecologically sustainable;

RECOGNIZING ALSO that where use of wild species occurs, whether consumptive or non-consumptive, sustainability is a goal of sound resource management;

AWARE that numerous social, political, economic, ecological and technical factors, both direct and indirect, influence sustainability through relationships which may be complex;

APPRECIATING the efforts of the former SSC Specialist Group on the Sustainable Use of Wild Species to derive, through a series of extensive consultations, a broad understanding of the factors affecting the sustainability of uses of natural renewable resources and acknowledging their work as recorded in *Assessing the Sustainability of Uses of Wild Species: Case Studies and Initial Assessment Procedures*;

ACKNOWLEDGING the report tabled at the 1st Session of the World Conservation Congress by the Sustainable Use Specialist Group as reconstituted under the Sustainable Use Initiative in compliance with Recommendation 19.54 on Sustainability of Non-consumptive and Consumptive Uses of Wild Species;

ACKNOWLEDGING ALSO that the general considerations of sustainability, identified in the present report of the reconstituted Sustainable Use Specialist Group provide a practical and realistic approach to issues in sustainable use;

FURTHER RECOGNIZING that, in addition to biological factors, conservation strategies and management regimes are influenced strongly by the economic, social, political and cultural characteristics of the regions and the peoples involved in the activity, and that other programme activities of the Union are also concerned with the subject;

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

1. TAKES NOTE of the report to this 1st Session of the World Conservation Congress of the reconstituted Sustainable Use Specialist Group, which report is based on regional analyses and deliberations;
2. ACKNOWLEDGES that the sustainability of any particular use of wild fauna or flora or ecosystems in any particular area will be enhanced when management is approached with flexibility, consideration of historical experiences and planning that provides for risk and uncertainty;
3. ENDORSES the utility of the regionalized 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;

4. REQUESTS the Director General and the Chair of the Species Survival Commission, within available resources, to strengthen their collaborative efforts to ensure that the Sustainable Use Initiative continues its important work, through the Sustainable Use Specialist Group, in identifying and evaluating the principles and elements of management that contribute to enhancing the sustainability of uses of wild fauna and flora, and to increasing the conservation advantages that may accrue from such uses;
5. DECIDES for the time being to set aside the requirement contained in Recommendations 18.24 and 19.54 for the preparation of draft Guidelines for the Ecological Sustainability of Non-Consumptive and Consumptive Uses of Wild Species;
6. 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;
7. URGES Regional Sustainable Use Specialist Groups to provide information to IUCN Regional Offices and/or National Committees, as appropriate;
8. REQUESTS the Director General, within available resources, to provide the necessary financial and administrative support necessary to sustain the continued activities of the regional specialist groups under the Sustainable Use Initiative, in close coordination with other programmes of the Union such as the Social Policy Programme, and in accordance with the Union's policy to regionalize and decentralize its programme.

## **1.40 Multi-Species Management of Aquatic Resources**

RECALLING the Rio Declaration on Environment and Development and Agenda 21 of the UN Conference on Environment and Development, the Declaration of Cancun, the UN Agreement on Straddling Fish Stocks and Highly Migratory Fish Stocks, particularly Article 6 and Annex 2 which require a precautionary approach to fisheries management, the FAO Code of Conduct for Responsible Fisheries, and the International Convention for the Regulation on Whaling;

ALSO RECALLING paragraph 13 of the Kyoto Declaration on the Sustainable Contribution of Fisheries to Food Security that was signed by 95 States on 9 December 1995, which undertakes to “study the effectiveness of multi-species management”;

ALSO RECALLING the statement made upon passage of the Kyoto Declaration that Argentina, Australia, New Zealand and the United States, expressing their understanding that the Declaration was not meant to affect the competency or status of other international organizations, such as the International Whaling Commission (IWC), and the subsequent statement by the European Union at IWC48 expressing a similar understanding;

RECOGNIZING that fish stocks may contribute in important ways to the nutritional needs of future generations;

ALSO RECOGNIZING the responsibility of the present generation to sustain the aquatic ecosystems and resources of the world for the future;

NOTING that the International Council for the Exploration of the Sea makes use of the multi-species analyses in formulating aspects of its advice and has working groups examining the interaction of species in the marine ecosystem;

WELCOMING the efforts made to apply multi-species approaches in the management of fish stocks in various waters around the world;

RECOGNIZING that multi-species approaches show promise for future management of marine stocks;

NOTING that the 1992 and 1994 meetings of the Scientific Advisory Committee of the Marine Mammals Plan of Action concluded that there was insufficient information at that time to advise on whether moderately complex models could predict the effect of an intentional reduction in the abundance of marine mammals on fisheries, and that the results of models including more of the components of the marine food web could produce increases, decreases or no detectable changes in fishery yields, depending on the details of the scenarios being investigated;

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

1. URGES States to promote and enhance the collection of data necessary for the conservation and sustainable management of fish stocks, and for the establishment of periods of stock reproduction and recovery, including targeted monitoring of critical dependent and associated species and to cooperate to this end;
2. URGES States, as well as relevant international organizations, as a high priority to undertake and complete scientifically sound studies of the effectiveness of multi-species management;
3. REQUESTS States with distant water fishing fleets to cooperate with coastal States in the conservation and management of populations of highly migratory fish.

## 1.41 Environmental Law Programme

RECOGNIZING that law and science are partners in fulfilling the mission of IUCN – The World Conservation Union;

ACKNOWLEDGING that scientific and technical input is indispensable for developing a sound international and national legal and regulatory framework supporting conservation and equitable and ecologically sustainable development, and that this legal framework in turn is the foundation on which scientific and technical progress continues to be built;

REAFFIRMING that the goal of the IUCN Environmental Law Programme (ELP) is to influence, encourage and assist societies throughout the world in strengthening the framework and implementation of environmental law for conserving the integrity and diversity of nature, world heritage, climate and ensuring that any use of natural resources is equitable and ecologically sustainable;

AWARE that achieving the goal of the ELP requires maintaining rigorous professional and technical standards and a dynamic programme in the conceptual development of law, technical legal assistance and environmental law information;

APPRECIATING the joint efforts of the IUCN Commission on Environmental Law and the IUCN Environmental Law Centre in carrying out the ELP;

APPRECIATING also the positive conclusions and the recommendations of the 1994 external review of the ELP;

RECALLING the ELP's past contributions to the development of international and national environmental law;

AWARE that IUCN's 50th Anniversary and the conclusion of the UN Decade of International Law provide the ELP with an opportunity to highlight the role of multilateral environmental agreements as a core part of world order;

WELCOMING the completion, dissemination and use of contents of the Draft International Covenant on Environment and Development and encouraging its use as a possible model for legal instruments on sustainable development and environmental conservation;

WELCOMING also the launching of the Asia Pacific Centre for Environmental Law and its training programme in environmental law, and believing that the development of similar programmes in other regions is desirable;

NOTING ELP's active role in facilitating the implementation of the Convention on Biological Diversity and other biodiversity-related international legal instruments at the national and international levels;

NOTING also the increasing number of requests from IUCN members and Regional and Country Offices and from convention secretariats for assistance in the fields of conceptual development of law, technical legal assistance, capacity-building and environmental law information, particularly in support of national biodiversity planning processes and the implementation of biodiversity-related international legal instruments;

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

1. RESOLVES to promote the partnership of law and science in carrying out the mission of IUCN;
2. REQUESTS the IUCN Environmental Law Programme (ELP) in the 1997–1999 triennium to:
  - a) continue to provide conceptual and technical input into the development or strengthening of international environmental legal instruments, including:
    - i) contributing to achievement of synergy between related instruments;
    - ii) contributing to strengthening a mutually supportive relationship between the international trade and environmental regimes;
    - iii) providing legal advice on the development of national and global law and policy on forests;
    - iv) contributing to establishing the strongest possible legal foundation for the implementation of the World Heritage Convention;

- v) providing legal input into the development of national environmental funds and other innovative mechanisms for financing conservation;
  - vi) developing conceptually the legal and institutional aspects of selected strategic issues in biodiversity conservation and sustainable use;
  - vii) developing and publishing explanatory materials which make issues and instruments in international environmental law accessible to the non-lawyer;
  - viii) formalizing agreements with selected convention secretariats for providing technical assistance and other advisory services;
  - ix) providing legal analysis on the development of energy law and policy, especially for encouraging expanded use of energy efficiency instruments and renewable sources of energy;
- b) continue to provide technical legal assistance to developing countries and countries with economies in transition, including:
- i) collaborating with IUCN Regional and Country Offices, IUCN members, other IUCN technical programmes and donors to develop and execute Environmental Law Service (ELS) projects for technical assistance with national environmental legislation which: involve emerging issues in environmental law, particularly the legal regime for biodiversity conservation; implement international environmental agreements; and include a follow-through component such as to support implementation of the legislation developed;
  - ii) producing explanatory materials and guidelines for developing national environmental legislation, particularly biodiversity-related legislation and environmental framework laws;
  - iii) coordinating closely with other international entities providing legal technical assistance to avoid duplication of effort and encourage collaboration;
  - iv) supporting national biodiversity planning processes by organizing, supporting and advising national initiatives to undertake national biodiversity legal and institutional profiles;
  - v) developing new initiatives to support effective implementation and enforcement of, and compliance with, existing environmental law, including mechanisms for dispute resolution, and contribute to any such initiatives undertaken by IUCN members and partners;
  - vi) seeking external funding to re-establish the programme of research fellowships for developing-country lawyers at the Environmental Law Centre (ELC);
- c) continue to pursue initiatives to establish regional centres or programmes for training in environmental law, including:
- i) engaging the resources of the ELP to develop and continuously update regionally-appropriate curricula;
  - ii) developing appropriate training materials;
  - iii) providing resource persons for training courses;
- d) maintain the IUCN Environmental Law Information System (ELIS) as a unique resource and make it more widely accessible, including:
- i) participating in the development and implementation of the Biodiversity Conservation Information System (BCIS);
  - ii) arranging for data in the ELIS to be available in electronic form to a wide range of potential partners;
  - iii) pursuing with potential partners the establishment of a global consortium for environmental law information with ELIS as the core resource;
  - iv) using ELIS as the basis for analyzing new issues and emerging trends in international and national environmental law and distributing the analyses among IUCN members, Regional and Country Offices, and partners;

- v) establishing and maintaining a World Wide Web site to provide electronic access to innovative examples of biodiversity-related legislation.
3. CALLS UPON States to sign or ratify as appropriate, and to implement fully, including where needed through legislation, the multinational environmental agreements (MEAs) and requests the ELP to provide appropriate information to IUCN members about how MEAs may be effectively implemented;
  4. REQUESTS the Chair of CEL to:
    - a) coordinate efforts of the Steering Committee and CEL membership to provide substantive input into the process of developing and completing the strategic plan for the ELP during the 1997–1999 triennium;
    - b) report to the 2nd Session of the World Conservation Congress on the development and implementation of the strategic plan;
    - c) encourage the Vice Chairs of CEL to work closely within the ELP in collaborating with IUCN Regional and Country Offices to consolidate the CEL network and integrate its expertise into the IUCN Programme in their respective regions;
    - d) work with the Chairs of the other Commissions to increase cooperation between Commissions;
  5. REQUESTS the Director General, within available resources, to:
    - a) ensure effective integration of the law/science partnership into all elements of the IUCN Programme;
    - b) provide increased support, proportionate to the increased demand from IUCN members for ELP services, to continuing to develop the potential of the CEL, particularly to allow CEL members to collaborate fully with IUCN members and Regional and Country Offices;
    - c) ensure that IUCN's fund-raising activities seek to secure the resources necessary to permit the ELP to respond effectively to the demands placed on it by IUCN members, partners and Regional and Country Offices.

## **1.42 Collaborative Management for Conservation**

RECALLING Resolution 19.1 of the 19th Session of the General Assembly on the Strategy of IUCN – The World Conservation Union, and Resolution 19.23 on the Importance of Community-based Approaches;

NOTING that the building of partnerships is one of the great strengths of IUCN;

RECOGNIZING that the effective management of resources involves measures that acknowledge the rights and aspirations of different cultures and the conditions of different environments, and are specific to each of them;

UNDERSTANDING that many individuals and institutions have a stake in how natural resources are managed and need to be involved in decisions affecting such management and that the concerns of those who depend on using natural resources in traditional ways necessary for meeting their basic needs should have special weight in decisions affecting them;

CONSIDERING that, in the context of current transformations of the role and responsibilities of the State, there are strong pragmatic reasons for designing new institutional arrangements and involving civil society in the long-term stewardship of natural resources and public domains;

CONCERNED that powerful changes, such as the globalization of trade and finance, the weakening of local resource management institutions, the loss of valuable local and traditional knowledge and practices, and the currently extensive dynamics of population (including movement of environmental refugees), can lead towards the degradation of natural resources and irreplaceable loss of biodiversity;

CONCERNED that in areas subjected to ecological degradation the consequences are most rapidly and severely felt by the poor and vulnerable sectors of society, in particular women and children;

DEFINING collaborative management (also referred to as co-management, or joint, participatory or multi-stakeholder management) as a partnership in which government agencies, local communities and resource users, non-governmental organizations and other stakeholders negotiate, as appropriate to each context, the authority and responsibility for the management of a specific area or set of resources;

CONSIDERING that such partnership involves an agreement on the functions, rights and responsibilities of each party, building upon the complementarity of their knowledge, skills, practices and resources;

REAFFIRMING the value of participatory democratic processes through which people are fully informed about the legislation, policies and rules of concern to them and directly involved in the decisions and actions that affect them;

RECOGNIZING that collaborative management can provide effective means to deal with complex interests and relationships, and with conflicts; that it can promote the participation of groups and communities which are frequently marginalized in conventional resource management and development processes, and that it can contribute to the broad objectives of participatory democracy and participatory development;

NOTING also that collaborative management can promote the use of indigenous and local knowledge and skills, as well as further the protection and enhancement of the rights of indigenous peoples as well as minorities and disenfranchised groups;

EMPHASIZING that management partnerships may provide effective incentives for local resource users to contribute to conservation initiatives;

AWARE that the success of management partnerships requires a supportive social, political, legal, administrative, economic and technical framework, and that results depend more on evolving processes than on the application of fixed rules;

CONFIRMING that, while successful and instructive cases of collaborative management agreements exist in different regions, this management option is still poorly understood and its potential benefits are still largely untapped;

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

1. URGES all members and components of IUCN to develop a greater understanding of collaborative management processes through the analysis of present and past experiences and lessons learned from them;
2. URGES all IUCN members and partners to give due consideration to the approaches and methods of collaborative management, and to their application in all stages of resource conservation and management;

3. REQUESTS the Director General, within available resources, Commissions, Councillors and members of IUCN to endorse, actively support and participate in the development and implementation of a Collaborative Management for Conservation Programme in the next triennium. The Programme should:
- a) review and analyse existing knowledge and experiences in collaborative management in various regions and ecosystems; at different levels (e.g. local, regional, multi-country); in various societies (e.g. sedentary, nomadic, indigenous); under various land-tenure conditions (e.g. protected area, public land, communal, private); and from different points of view (e.g. those of governments, NGOs, local communities, indigenous peoples, gender and socio-economic groups);
  - b) share such knowledge and experience among IUCN members and partners concerned with collaborative management approaches while fostering active communication among them;
  - c) enhance the capacity of IUCN members to understand and effectively engage in collaborative management approaches;
  - d) identify collaborative management “observation sites” in each region where “learning by doing” processes can be undertaken and followed;
  - e) assist IUCN regional networks to identify and evaluate existing policies supporting or hindering collaborative management approaches and, if needed, to develop policy recommendations appropriate to the circumstances of each region;
  - f) strengthen cooperation and exchange among regions, commissions and programme initiatives, such as on sustainable use and community forestry;
  - g) inform and advise ongoing international fora and conventions on global environmental policy on the above matters;
  - h) be monitored and evaluated and prepare recommendations before the next World Conservation Congress for future action by IUCN.

*Note. The use of the term “indigenous peoples” in this Recommendation shall not be construed as having any implications as regards the rights which may attach to that term in international law.*

## 1.43 Public Participation and Right to Know

WHEREAS the public, including Environmental Citizens' Organizations (ECOs), have a crucial role to play in promoting environmental protection and bringing about more environmentally sustainable forms of development;

WHEREAS the Rio Declaration on Environment and Development (1992) states that (Principle 10): "Environmental issues are best handled with the participation of all concerned citizens, at the relevant level. At the national level, each individual shall have appropriate access to information concerning the environment that is held by public authorities, including information on hazardous materials and activities in their communities, and the opportunity to participate in decision-making processes. States shall facilitate and encourage public awareness and participation by making information widely available. Effective access to judicial and administrative proceedings, including redress and remedy, shall be provided";

WHEREAS providing individuals and organizations with effective access to the courts and administrative complaints processes will enable them to supplement the role of regulatory authorities and contribute to the enforcement of environmental law;

BELIEVING that the rights to information and participation need to be guaranteed through legally binding measures in combination with effective mechanisms ensuring public participation, access to information and access to justice;

EMPHASIZING its commitment to strengthening public participation in environmental decision-making and access to information at a global level, underlining the need for providing such information speedily, and noting, as an example, the existence of 10 working day deadlines in some countries;

UNDERLINING the rights of citizens to access to information about the environment, in the absence of a compelling reason for keeping such information from public scrutiny;

STRESSING the active obligation of governments to keep the public informed on environmental matters in addition to responding to public requests for information;

NOTING the UN/ECE Guidelines on Access to Environmental Information and Public Participation in Environmental Decision-making endorsed at the 1995 Ministerial Conference, Environment for Europe in Sofia, Bulgaria;

WELCOMING the decision to develop a UN/ECE Convention on Access to Environmental Information and Public Participation in Environmental Decision-making, for adoption at the fourth Pan-European Conference of Environment Ministers, to be held in Aarhus, Denmark, June 1998;

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

1. CALLS UPON all States to consider the need to develop a global Convention, within the framework of the United Nations, ensuring that the democratic rights to information and participation are upheld throughout the world;
2. CALLS ON all States to adopt and implement national legislation to secure public access to environmental information and to facilitate and encourage public participation;
3. SUGGESTS the following guidelines for national legislation, as well as for a global Convention:
  - a) Provisions related to public access to environmental information should aim at, *inter alia*:
    - i) the right of access to any person, without them having to prove an interest;
    - ii) requiring all public authorities holding environmentally relevant information and private bodies holding relevant public responsibilities to provide such information following a request;
    - iii) the definition of information covered be sufficiently broad to ensure that all environmentally significant information is covered;
    - iv) the exemption of information only be permitted when the information falls within exempted categories defined by law; the grounds for refusal to be interpreted in a restrictive way with the public interest served by disclosure weighed against the interests of non-disclosure in each case; reasons for a refusal to comply with a request for information be stated in writing;

- v) the supply of information in the shortest time possible and within a period of time as defined by law; information, in principle, to be supplied in the form specified by the person making the request, provided it is held in that form;
  - vi) charges levied for providing information not exceed the cost of reproduction and dissemination, if appropriate; fee waiver provisions for small amounts of easily accessible information also to be considered;
  - vii) a person refused information be able to contest the decision through an appeals process which is timely, transparent and binding;
- b) Measures are introduced to ensure that public authorities are themselves in possession of adequate environmental information; such measures should include the supply of information to public authorities through mechanisms such as toxic release reporting and mandatory general environmental auditing;
- c) Provisions relating to public participation should aim at, *inter alia*:
- i) extending the right to participate in principle to any natural or legal person as well as environmental organizations;
  - ii) sufficiently broadening the range of decisions in which public participation occurs to encompass all decisions having significant environmental implications;
  - iii) financial barriers to not prevent meaningful participation or lead to imbalances in participation;
  - iv) the early commencement of public consultation in a given decision-making process with due public notice given and a reasonable time allowed for public comment;
  - v) the publication of a reasoned decision, addressing the substantive arguments raised in the decision-making process;
  - vi) the public having the right to appeal a decision, or the manner in which it was arrived at, through an appeals process which precedes implementation of the decision;
- d) All States provide individuals and organizations with effective access to the courts and administrative appeals processes to contest any action considered to be in breach of environmental law, at a reasonable cost;
- i) rights of access to judicial or administrative proceedings should include, for any person:
    - a) the right of access to administrative review of an administrative decision or proposal, where the possibility of such a review exists within the national legal system;
    - b) the right to seek a judicial review of a decision or an act of a public body (including a failure to act);
    - c) the right to have legal redress directly against those considered to be in breach of environmental law;
  - ii) where judicial remedies are sought, States should provide for the possibility of effective interim relief;
4. CALLS ON governments and other decision-makers to develop, alongside the introduction of legislation, necessary infrastructure supportive of public participation and transparency;
5. CALLS for undertaking capacity-building to stimulate effective public participation, both in relation to the bodies responsible for facilitating public involvement and in relation to those seeking to participate, notably ECOs, including:
- a) provision of the necessary education, training and resources to officials responsible for facilitating public participation in order to maximize their effectiveness in this role;
  - b) the creation, by governments, of a favourable climate for growth of an environmental movement, while recognizing that the driving force for the growth of such a movement should come from the public.

*Note. This Recommendation was adopted by consensus. The delegation of the State member Switzerland indicated support for public participation but for international legal reasons had there been a vote the delegation would have abstained, referring to Operative Paragraph 3 (d) chapeau and 3 (d)(i). The delegation of the State member Germany indicated that had there been a vote the delegation would have abstained. The delegation of the State member United Kingdom supported the aim of the*

*Recommendation but for reasons outlined in the Proceedings volume indicated that had there been a vote the delegation would have abstained.*

## **1.44 Public Access to Land and Water**

RECOGNIZING that the opportunity to enjoy contact with nature, landscape and the natural environment in general is an essential ingredient in the development of every citizen;

RECOGNIZING that such contact helps to encourage environmental awareness and sensitive attitudes towards use of the natural environment;

NOTING that such factors as the spread of urbanization, modern lifestyles, poverty and changing patterns in the use and ownership of land and sea are restricting the ability of many citizens to have contact with the natural world;

RECOGNIZING that appropriate access to land and water is often a basic requirement for achieving contact with the natural world;

NOTING that in many countries privatization may lead to land ownership patterns which restrict or inhibit public access to land and water;

ACCEPTING that the needs of conservation, management, ownership, safety and security may well require some limits on public access to land;

NOTING the concerns expressed by IUCN members on the final draft of the Pan-European Biological and Landscape Diversity Strategy, including aspects of the Strategy which could lead to unreasonable restrictions on public access to land;

RECOGNIZING that IUCN staff at present do not have a sufficiently clear mandate to ensure that public access to land and water is taken into full account when promoting policies and practices which affect the use of land and water resources;

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

1. CALLS UPON all IUCN members to recognize the principle of the citizen's need to have access to land and water for the appreciation of nature and scenery but subject to reasonable conservation, management, land ownership, safety and security needs;
2. REQUESTS the Director General:
  - a) to take account of this principle in the formulation of IUCN policies and in the way that IUCN contributes to the programmes of other organizations;
  - b) to examine whether the IUCN Programme should take more account of this aspect of the citizen's relationship to their environment and if so to make appropriate modifications.

## 1.45 The Precautionary Principle

RECOGNIZING that the Precautionary Principle offers guidance on how to respond when faced with uncertainty about environmental damage;

AWARE that the principle has come to play an increasingly significant role in debates on the environment;

DETERMINED to create an opportunity for the members and Commissions of the Union to learn from experiences in the formulation and application of the principle since its introduction;

CONSIDERING the expertise and experience of IUCN in both conservation science and international environmental agreements, and RECALLING that the IUCN has established working groups on key environmental issues in the past;

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

1. REQUESTS the Director General, within available resources, in conjunction with the Chair of the Commission on Environmental Law and in consultation with IUCN members and other Commissions, to appoint an interdisciplinary Working Group, by July 1997, to examine the Precautionary Principle and advise on its use in an environmental context and with special reference to the IUCN Programme;
2. ALSO REQUESTS the Director General to disseminate these findings and recommendations widely and in particular to bring them to the attention of the secretariats of all international environmental and resources use conventions and agreements.

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

## **1.46 Use of the Concept of Sustainable Development**

NOTING the definition of sustainable development agreed at the 1992 'Earth Summit' in Rio de Janeiro;

RECOGNIZING the significant part played by IUCN in initiating and developing the principles embodied in this definition;

RECOGNIZING that the IUCN Mission is "to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable".

EMPHASIZING:

- a) that environmental protection, social development and economic development are inter-dependent and mutually reinforcing components of sustainable development;
- b) that sustainable development can only be realized if it truly incorporates the concepts of rational conservation and use of natural resources, taking into account both present and future generations;

CONCERNED THAT in practice environmental factors are not yet fully incorporated into all projects and programmes which are termed "sustainable development";

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

URGES all members of IUCN to:

- a) recall and promote the original significance of the concept of sustainable development;
- b) take all necessary steps not to distort the concept of sustainable development nor to allow it to be distorted from its original meaning;
- c) recommit themselves to promoting full and rigorous incorporation of environmental factors into implementation of the concept of "sustainable development".

## 1.47 Transnational Corporate Compliance

RECALLING Recommendation 19.34 of the 19th Session of the IUCN General Assembly;

AWARE that some States have only limited capacity to manage environmental impacts and to monitor and regulate the activities of transnational firms in primary, secondary and tertiary sectors of their economies so as to minimize the environmental and social impacts of poor practice or misconduct;

NOTING that developments by some transnational corporations, particularly in the primary and secondary sectors, may not be in keeping with the development status, aspirations or regulatory capacity of host countries and communities in those areas where they are planned or located;

MINDFUL that different countries have different environmental standards, based on different policies and procedures, both regulatory and voluntary, for setting and ensuring compliance with such standards, but that States share a common goal of achieving the highest practicable environmental standards;

ASSERTING as a matter of principle that corporations operating overseas from their home or base country are morally obliged to, and should, operate to the highest environmental standards applying across their area of operation;

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

1. 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;
2. REQUESTS the Commission on Environmental Law and the Environmental Law Centre to:
  - a) investigate what types of national legislation and institutional support they could contribute to addressing this problem, and make appropriate recommendations;
  - b) investigate appropriate international legal mechanisms, including possible conventions and legally binding and enforceable codes of practice, as a means of addressing this problem;
3. REQUESTS the Director General and the Commissions, within available resources:
  - a) to encourage corporations in all their operations, whether in their home country or offshore, to adopt and comply with the highest environmental standards applying across their area of operation;
  - b) to urge professional associations to adopt codes of ethics and practice and to examine how these can best be applied to their members operating across national boundaries.

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

## 1.48 Changing Consumption and Production Patterns

RECALLING *Caring for the Earth, - A Strategy for Sustainable Living*, which states that “Living sustainably depends on accepting a duty to seek harmony with other people and with nature. The guiding rules are that people must share with each other and care for the Earth. Humanity must take no more from nature than nature can replenish. This in turn means adopting lifestyles and development paths that respect and work within nature’s limits”;

EMPHASIZING the need for effective implementation of the actions proposed in *Caring for the Earth*, in particular Actions 3.1, 3.2, 5.3, 5.4, 5.5, 8.6, 8.8 and 8.9;

NOTING the recommendations in Chapter 4 of Agenda 21 and the progress achieved by the UN Commission on Sustainable Development (CSD) in elaborating and monitoring the implementation of these recommendations;

WELCOMING in particular the CSD Work Programme on Changing Consumption and Production Patterns adopted at its third session in 1995 and the “Elements for an international work programme on sustainable production and consumption” drafted at the 1995 Oslo Ministerial Roundtable Conference;

NOTING the Chairman’s Summary of the 1996 High Level Meeting of the CSD, which states, *inter alia*, “In regard to changing consumption and production patterns, the Commission stressed that policy development and implementation should give attention to an appropriate balance between the supply and demand side and should be viewed in a broad perspective, taking into account the principle of common but differentiated responsibilities. Participants in the high-level segment reaffirmed the need for additional, substantial efforts by countries, in particular the developed countries, in changing unsustainable consumption and production patterns, and in assisting in redressing the present imbalances between, and within, the industrialized and developing countries”;

CONCERNED about the urgency of the need for additional substantial efforts, and of the clarification of differentiated responsibilities;

WELCOMING the active work done by several members and National Committees of IUCN in the field of changing unsustainable consumption and production patterns and lifestyles, such as the intergovernmental initiatives in this field by the Governments of Norway and the Netherlands and the study of the ecological footprint of the Netherlands undertaken by the Netherlands Committee for IUCN (*Netherlands and the World Ecology, 1994*);

NOTING in particular the work done by Friends of the Earth organizations in Europe and the Wuppertal Institute to elaborate a European as well as national strategies for sustainability based on the principles of “environmental space” or “eco-space” and equity; noting with satisfaction that the Danish Government has been the first to adopt this approach for its national sustainability strategy; and considering this work, with its clear targets and timetables as well as strategic choices, as a valuable step towards changing consumption and production patterns;

RECOGNIZING the specific role IUCN can play as a unique platform where the discussion on changing consumption and production patterns can be brought further in a cooperative effort of governments of industrialized and developing countries and a wide range of NGOs and scientific institutions;

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

1. CALLS UPON all members of IUCN to implement effectively the Actions recommended in Chapter 4 of Agenda 21 and the recommendations of CSD on changing consumption and production patterns and lifestyles;
2. REQUESTS the Director General to promote dialogue and cooperation between IUCN members to respond to the needs identified in the Chairman’s Summary of the 1996 High Level Meeting of the CSD as noted above;
3. CALLS upon those members of IUCN who already have experience in changing consumption and production patterns to provide summaries of their experience and methodologies to IUCN;
4. REQUESTS the Director General to seek means for these experiences to be shared among IUCN members, members of the Commission on Education and Communication, and other relevant organizations.

## 1.49 Indigenous Peoples and IUCN

RECALLING that indigenous peoples of the world total approximately 300 million people and that they mainly inhabit the areas rich in biodiversity;

ACKNOWLEDGING that the present biodiversity in the regions inhabited by indigenous peoples has been maintained by those peoples through management that was generally wise and sustainable, and that ensured sources of food and other basic resources for the survival of indigenous peoples;

RECALLING that nature constitutes an important part of the societies, cultures and history of indigenous peoples;

RECALLING that indigenous peoples continue to claim the control of their lands or territories and the right to use their natural resources in accordance with their own cultures and development processes;

RECALLING that many conservation initiatives in the world have been established over the lands or territories of indigenous peoples without their consent;

CONCERNED that some conservation policies on biodiversity do not give enough consideration to the rights and interests of indigenous peoples;

ACKNOWLEDGING that IUCN is making a considerable effort to include the interests of indigenous peoples in its initiatives;

CONSCIOUS of the need to increase and consolidate the institutional space and financial resources to guarantee the participation of indigenous peoples in the conservation initiatives and the development of policies within IUCN;

CONVINCED that the participation of indigenous peoples in conservation initiatives, in their lands or territories, either through joint activities, or exclusively by themselves, is a necessary condition to consolidate and advance towards the achievement of the conservation and management of biodiversity;

TAKING INTO ACCOUNT ILO Convention No 169 and the provisions of the Convention on Biological Diversity on the role of indigenous peoples in the management, use and conservation of biodiversity, recommendations and guidelines established in Agenda 21, and the principles proposed in the draft UN Declaration on the Rights of Indigenous Peoples;

TAKING INTO ACCOUNT that the UN General Assembly in 1994 proclaimed the International Decade of the World's Indigenous People, calling for the establishment of a "New Partnership" with indigenous peoples;

TAKING INTO ACCOUNT that *Caring for the Earth* highlights the role of indigenous peoples in relation with sustainable development and conservation of biodiversity, as well as their rights in the management of natural resources;

RECALLING the Resolutions from the 18th Session of the IUCN General Assembly and Resolutions and Recommendations 19.20, 19.21, 19.22, 19.23 and others from the 19th Session, which referred to indigenous peoples and conservation of biodiversity and natural resource management;

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

1. REQUESTS the Director General to consider the following measures:
  - a) to ensure a greater participation of indigenous peoples in IUCN conservation initiatives and policy development;
  - b) to recommend that IUCN Regional and Country Offices establish institutional mechanisms to enable indigenous peoples to participate in regional programmes;
  - c) to recommend that IUCN Commissions facilitate the participation of indigenous peoples in their activities;
  - d) to obtain as much as possible of the funds necessary to continue supporting the processes initiated at regional level, for example, in the Southern Africa Region with the Network on Indigenous Knowledge Systems (SARNIKS); in Meso-America with the Working Group of Indigenous Peoples and Protected Areas; in the Amazon with the agreement with the Confederation of Organizations of Indigenous Peoples from the Amazon Basin (COICA) for the development of conservation policies in the Amazon in areas inhabited by indigenous peoples; and in other regions where there is an interest to develop activities;

2. CALLS UPON IUCN members to:

- a) facilitate effective participation of indigenous peoples in their programmes;
- b) consider the adoption and implementation of the objectives of ILO Convention No 169 and the Convention on Biological Diversity, and comply with the spirit of the draft UN Declaration on the Rights of Indigenous Peoples, as well as adopt policies, programmes and laws which implement Chapter 26 of Agenda 21;
- c) promote and support the objectives of the International Decade of the World's Indigenous People.

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

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

## 1.50 Indigenous Peoples, Intellectual Property Rights and Biological Diversity

RECOGNIZING that each member country should implement at the national level the terms of the Convention on Biological Diversity through appropriate national policies and instruments;

CONSIDERING that indigenous knowledge and cultural practices are important elements of biological diversity;

CONSCIOUS that knowledge and innovation of indigenous peoples and local communities through collective practices of conservation, selection and improvement of biodiversity elements should be valued, respected and protected;

CONCERNED that traditional knowledge of indigenous peoples is often being used without fair compensation;

ACKNOWLEDGING the terms specified by ILO Convention No 169 and the provisions of the Convention on Biological Diversity about the role of indigenous peoples in the management, use and conservation of biodiversity;

TAKING INTO ACCOUNT that the World Trade Organization's Agreement on Trade-Related Aspects of Intellectual Property Rights (TRIPS) recognizes the possibility to establish *sui generis* systems of intellectual property rights;

CONSIDERING the recommendations and guidelines established in Chapter 26 of Agenda 21;

CONSIDERING the principles established in the draft UN Declaration on the Rights of Indigenous Peoples;

CONSIDERING that *Caring for the Earth* recognizes the role of indigenous peoples in sustainable development and their rights to manage their natural resources;

TAKING INTO ACCOUNT Recommendation 18.16 of the 18th Session of the IUCN General Assembly and Resolutions and Recommendations 19.20, 19.21, 19.22, 19.23 and others of the 19th Session that refer to indigenous peoples;

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REQUESTS the Director General, Commissions, members and Councillors of IUCN, within available resources, to participate actively in and support the development of appropriate mechanisms at the national and international level, so as to ensure:

- a) effective participation of indigenous peoples in planning and decision-making processes, particularly in relation to the Convention on Biological Diversity concerning their role and collective interests;
- b) recognition of the rights of indigenous peoples over their lands or territories and natural resources, as well as their role in management, use and conservation, as a requirement for the effective implementation of the Convention on Biological Diversity and the achievement of its objectives;
- c) respect for cultural diversity, including linguistic diversity, as a basic condition to maintain and protect indigenous knowledge and comply with the provisions of the Convention on Biological Diversity;
- d) establishment of a process which facilitates the recognition of indigenous peoples knowledge as the intellectual property of its holder;
- e) the recognition of the rights of indigenous peoples over their lands or territories and natural resources, as a basis to ensure the maintenance and development of indigenous knowledge;
- f) the recognition of the principle that use of the knowledge, innovations and practices of indigenous peoples and local communities be made with their approval and consultation, and that indigenous peoples and local communities share equitably in the benefits deriving from such use;
- g) the establishment of national policies to ensure the promotion, recovery, systematization and strengthening of indigenous knowledge related to biodiversity with the prior informed consent of the peoples concerned;

- h) the strengthening of the capacity of indigenous peoples to protect and effectively exercise their rights over their lands and natural resources as fundamental for the conservation of biodiversity and the achievement of sustainable development;
- i) the protection of the genetic resources of indigenous peoples not only on biological diversity but also on human genes.

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

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

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

RECALLING that the extraction of mineral resources and oil constitute a significant part of the global economy;

CONSCIOUS that these activities are a significant source of income for many countries;

RECALLING that the extraction of minerals and oil in areas inhabited by indigenous peoples has in most cases not directly and substantially benefited these peoples and has led to a deterioration of the quality of life and their cultures;

RECOGNIZING that even if in many countries it is the State which has or exercises rights over the use of the subsurface and the extraction of subsurface resources, it is the State which must also ensure the common good and the rights of indigenous peoples;

CONSIDERING that it is possible to extract minerals and oil with methods which are environmentally adequate and economically equitable, and that some countries and companies have made significant progress in these matters;

CONCERNED about the negative impacts generated by mineral and oil concessions granted in the lands or territories of indigenous peoples in different parts of the world;

CONCERNED also that in many instances the participation and approval of indigenous peoples are excluded from the process of decision-making regarding investments and activities involving non-renewable natural resources and infrastructure works in their lands or territories including coastal areas;

CONSIDERING the recommendations and guidelines established in Chapter 26 of Agenda 21;

TAKING INTO ACCOUNT the principles under consideration in the draft UN Declaration on the Rights of Indigenous Peoples;

RECOGNIZING that *Caring for the Earth* highlights the role of indigenous peoples in sustainable development and their rights in the management of natural resources;

TAKING INTO ACCOUNT Recommendation 18.16 of the 18th Session of the IUCN General Assembly and Resolutions and Recommendations 19.20, 19.21, 19.22, 19.23 and others of the 19th Session that refer to indigenous peoples;

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

REQUESTS the Director General, the Secretariat and its technical programmes, the Commissions, members and Councillors of IUCN, within available resources, to participate in the development and support of a clear policy on the use of non-renewable natural resources which includes criteria for the conservation of natural resources and respect for the rights of the world's indigenous peoples, based on the following principles;

- a) recognize, respect and comply with the rights of indigenous peoples over their lands or territories and natural resources, as a condition for achieving sustainable development;
- b) consider the adoption and implementation of the objectives of ILO Convention No 169 and the Convention on Biological Diversity, and comply with the spirit of the draft UN Declaration on the Rights of Indigenous Peoples, as well as adopt policies, programmes and laws which implement Chapter 26 of Agenda 21;
- c) respect the rights and interests of indigenous peoples in all activities connected with extracting non-renewable natural resources, including geological surveys, mineral exploration, claim-staking, infrastructure and development works, and adopt adequate measures to minimize environmental, health, cultural and social impacts;
- d) adopt measures to compensate indigenous peoples for damages to their lands or territories;
- e) design and execute development plans with the equitable participation of all parties concerned recognizing their needs and cultural characteristics;

- f) promote effective participation and previous agreements with indigenous peoples in the design, adoption, implementation and monitoring of processes, projects and legislative and administrative policies regarding the exploration and exploitation of non-renewable resources that might affect their lands or territories and natural resources;
- g) facilitate the establishment of mechanisms for the negotiation between indigenous peoples, the State and other interested parties to promote the equitable resolution of conflicts arising from the use or potential use of natural resources.

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

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

## 1.52 Indigenous Peoples and Marine and Coastal Areas

RECALLING that the coastal areas of Latin America, Africa, Asia, the Arctic and small island States have been the traditional home of indigenous peoples;

RECALLING that the indigenous peoples have made wise and sustainable use of natural resources in such areas;

AWARE that the industrial exploitation of natural resources is nowadays carried on indiscriminately and produces serious damage to the resources and in the lives of indigenous peoples;

CONSIDERING the terms of ILO Convention No 169 and the provisions of the Convention on Biological Diversity, regarding the role and collective interest of indigenous peoples with respect to the management, use and conservation of biodiversity;

CONSIDERING the recommendations and guidelines established in Agenda 21;

CONSIDERING the principles established in the draft UN Declaration on the Rights of Indigenous Peoples;

CONSIDERING the emphasis placed in *Caring for the Earth* on the role of indigenous peoples in sustainable development and their rights in the management of natural resources;

MINDFUL of the recommendations of the 18th Session of the IUCN General Assembly, and Resolutions and Recommendations 19.20, 19.21, 19.22, 19.23 and others of the 19th Session that refer to indigenous peoples, specifically those relating to coastal and marine areas;

CONSIDERING the economic, cultural and spiritual value of coastal and marine areas for indigenous peoples;

CONCERNED that the development of industrial activities in these areas, with the well-known contamination and over-exploitation of resources, has led to displacement and loss of quality of life for many indigenous peoples;

CONCERNED that the system of quotas and closed seasons, as well as international campaigns in favour of animals, often fail to take account of the dependence of indigenous peoples on these resources;

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

REQUESTS the Director General, the Secretariat and technical programmes, Commissions, members and Councillors of IUCN, within available resources, to endorse, support, participate in and advocate the development of a clear policy in favour of conservation of marine and coastal areas in the world based on the following principles:

- a) recognition of the role and collective interest of indigenous peoples taking into account the terms of ILO Convention No 169, the Convention on Biological Diversity, and the principles proposed in the draft UN Declaration on the Rights of Indigenous Peoples;
- b) recognition of the rights of indigenous peoples to make use of natural resources on their lands or territories in marine and coastal areas in an equitable and ecologically sustainable way;
- c) the active participation of indigenous peoples in the establishment of quotas and closed seasons, as well as in international campaigns in favour of sustainable use of animals and other natural resources.

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

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

## 1.53 Indigenous Peoples and Protected Areas

RECALLING that some protected areas have been established on indigenous lands and territories without the consent and participation of the affected people;

CONSIDERING the terms of ILO Convention No 169 and those of the Convention on Biological Diversity, regarding the role of indigenous peoples with respect to the management, use and conservation of biodiversity;

CONSIDERING the recommendations and guidelines established in Agenda 21;

CONSIDERING the emphasis placed in *Caring for the Earth* on the role of indigenous peoples in sustainable development and their rights in the management of natural resources;

CONSIDERING the recommendations of the IVth World Congress on National Parks and Protected Areas, calling for the development of policies for protected areas which safeguard the interests of indigenous peoples;

RECOGNIZING that several governments have already adopted policies and measures to fully incorporate the rights and interests of indigenous peoples in the establishment and management of protected areas within their lands and territories;

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

1. REQUESTS the Director General, the Secretariat and technical programmes, Commissions, members and Councillors of IUCN, within available resources, to endorse, support, participate in and advocate the development and implementation of a clear policy in relation to protected areas established in indigenous lands and territories, based on the following principles:
  - a) recognition of the rights of indigenous peoples with regard to their lands or territories and resources that fall within protected areas;
  - b) recognition of the necessity of reaching agreements with indigenous peoples prior to the establishment of protected areas in their lands or territories;
  - c) recognition of the rights of the indigenous peoples concerned to participate effectively in the management of the protected areas established on their lands or territories, and to be consulted on the adoption of any decision that affects their rights and interests over those lands or territories;
2. URGES all IUCN members to establish appropriate mechanisms at the national level, for the development and implementation of policies on protected areas and indigenous peoples that are consistent with these principles;
3. REQUESTS the World Commission on Protected Areas to establish closer links with indigenous peoples' organizations, with a view to incorporating the rights and interests of indigenous peoples in the application of the IUCN Protected Area Management Categories.
4. REQUESTS the Director General, within available resources, to incorporate in IUCN's work on protected areas and natural heritage, specific actions aimed at ensuring the further development and implementation of appropriate policies based on these principles.

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

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

## 1.54 Indigenous Peoples and Conservation in Meso-America

RECOGNIZING that the indigenous peoples of Meso-America have played an important role in maintaining biological diversity in the region;

BEARING IN MIND that the greatest concentration of biological diversity in the region coincides with the areas inhabited by indigenous peoples;

AWARE that despite their age-old skill in the management and use of natural resources the indigenous peoples of the region have not been invited to participate in national conservation strategies;

CONSIDERING the terms of ILO Convention No 169 and the provisions of the Convention on Biological Diversity, regarding the rights of indigenous peoples with respect to the management, use and conservation of biodiversity;

CONSIDERING the recommendations and guidelines established in Agenda 21;

CONSIDERING the principles established in the draft UN Declaration on the Rights of Indigenous Peoples;

CONSIDERING the emphasis placed in *Caring for the Earth* on the role of indigenous peoples in sustainable development and their rights in the management of natural resources;

MINDFUL of the recommendations of the 18th Session of the IUCN General Assembly, and Resolutions and Recommendations 19.20, 19.21, 19.22, 19.23 and others of the 19th Session that refer to indigenous peoples, specifically Resolution 19.19 on Support for the Implementation of *Caring for the Earth* in the Meso-American Region;

RECALLING that in its initiative on indigenous peoples and conservation IUCN supported the establishment of the Meso-American Working Group on Indigenous Peoples and Protected Areas;

CONCERNED that most conservation actions at the regional level fail to consider the rights and knowledge of indigenous peoples regarding natural resources;

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

REQUESTS the Director General, the Secretariat and technical programmes, Commissions, members and Councillors of IUCN, within available resources, to endorse, support, participate in and advocate the development of a clear policy in favour of protected areas based on the following principles:

- a) recognition of the rights of indigenous peoples taking into account the terms of ILO Convention No 169, the Convention on Biological Diversity and the principles proposed in the draft UN Declaration on the Rights of Indigenous Peoples;
- b) recognition of the rights of indigenous peoples to make use of natural resources on their lands or territories in an equitable and ecologically sustainable way;
- c) support for the development and consolidation of the Meso-American component of the Indigenous Peoples and Conservation Initiative;
- d) the establishment of mechanisms for effective participation by indigenous peoples in the identification, design, planning, implementation and monitoring of conservation initiatives in the region;
- e) support for the implementation by indigenous peoples of management and regional development plans on their territories.

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

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

## 1.55 Indigenous Peoples and Forests

RECALLING that forests in many places have been and still are home to numerous indigenous peoples;

RECALLING that forests and nature in general are not only a natural resource for indigenous peoples, but allow a harmonious way of life that has served as an example and guide to these societies, and a space for life of spiritual and cultural value;

AWARE that, based on colonial methods of exploiting natural resources, the forests of the world inhabited by indigenous peoples have been exploited;

CONSIDERING the terms of ILO Convention No 169 and the provisions of the Convention on Biological Diversity regarding the rights of indigenous peoples with respect to the management, use and conservation of biodiversity;

CONSIDERING the recommendations and guidelines established in Agenda 21;

CONSIDERING the principles proposed in the draft UN Declaration on the Rights of Indigenous Peoples;

CONSIDERING the emphasis placed in *Caring for the Earth* on the role of indigenous peoples in sustainable development and their rights in the management of natural resources;

MINDFUL of the recommendations of the 18th Session of the IUCN General Assembly and Resolutions and Recommendations 19.20, 19.21, 19.22, 19.23 and others of the 19th Session that refer to indigenous peoples, and specifically those referring to forests;

RECOGNIZING that many natural forested areas which still survive are today mostly inhabited by indigenous peoples;

GIVING due consideration to global forest dialogue, including work elements being addressed under the Intergovernmental Panel on Forests (IPF);

CONCERNED that the growing international interest in forests sometimes does not consider the interests of indigenous peoples living there nor consider forests as the home of indigenous peoples;

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

REQUESTS the Director General, the Secretariat and the technical programmes, Commissions, members and Councillors of IUCN, within available resources, to work collaboratively with the Intergovernmental Panel on Forests and the Convention on Biological Diversity to support, participate in and advocate the development of forest policy which considers the following principles:

- a) recognition of the rights of indigenous peoples taking account of the terms of ILO Convention No 169, and the principles proposed in the draft UN Declaration on the Rights of Indigenous Peoples;
- b) recognition of the rights of indigenous peoples to use the natural resources on their lands or territories in an equitable and ecologically sustainable way;
- c) recognition of the need to ensure effective participation by indigenous peoples in the strategic planning and implementation of all activities on their forest lands.

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

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

## 1.56 Indigenous Peoples and the Andes

RECALLING that the indigenous peoples inhabiting the Andes have developed cultures adapted to their social and political structure, and to the optimal management, use and conservation of their natural living resources;

RECALLING that the wildlife of the Andes constitutes a genetic base for the development of improved varieties and races, especially those related to world food security;

RECALLING that the technologies developed by ancestral Andean cultures for the domestication, use and conservation of wildlife species were ideal;

RECALLING that many strategic living resources originate in the Andes, including water, food, soil and minerals, and in some cases energy, intimately related to the Amazon region and the coastal and marine areas;

RECALLING that the degradation of living natural resources in their places of origin has continued without interruption since the colonial occupation;

CONSIDERING the terms of the ILO Convention No 169 and those of the Convention on Biological Diversity, regarding the role and collective interest of indigenous peoples with respect to the management, use and conservation of biodiversity;

CONSIDERING the recommendations and guidelines established in Agenda 21;

AWARE of the principles under consideration in the draft UN Declaration on the Rights of Indigenous Peoples;

CONSIDERING the emphasis placed in *Caring for the Earth* on the role of indigenous peoples in sustainable development and their rights in the management of natural resources;

MINDFUL of the recommendations of the 18th Session of the IUCN General Assembly, and Resolutions and Recommendations 19.20, 19.21, 19.22, 19.23 and others of the 19th Session that refer to indigenous peoples, specifically those referring to forest life;

RECOGNIZING that IUCN has made a considerable effort with its Sustainable Use Initiative, and that many NGOs which are members of IUCN are adopting this approach;

TAKING INTO ACCOUNT the constant loss of indigenous knowledge and genetic diversity of wildlife species;

CONCERNED by the lack of viable, coherent and operational national environmental policies promoting the sustainable use of living natural resources;

CONCERNED by the high degree of water pollution from excessive, irresponsible use by mining interests, industry, local authorities and others, in disregard of the availability of appropriate technologies;

CONCERNED at the accelerating growth of poverty in the Andean ecosystems, which obliges Andean populations to use living natural resources indiscriminately;

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REQUESTS the Director General, the Secretariat and technical programmes, Commissions, members and Councillors of IUCN, within available resources, to endorse, support, participate in and advocate the development of a clear policy in favour of the sustainable use of natural resources in the Andes based on the following principles:

- a) recognition of the role and collective interest of indigenous peoples taking account of the terms of ILO Convention No 169, the Convention on Biological Diversity, and principles proposed in the draft UN Declaration on the Rights of Indigenous Peoples;
- b) recognition of the political will of Andean nations to abide by international agreements and conventions related to indigenous peoples and the environment of the Andes;
- c) the establishment of national policies to reduce poverty in the Andes, especially for the purpose of also ensuring the survival of species and the conservation and use of living natural resources;

- d) the establishment of national policies for the promotion, recovery, systematization and improvement of indigenous knowledge on the elements of biodiversity;
- e) the establishment of frameworks and mechanisms for negotiations between indigenous peoples, other groups of people, governments and companies ensuring fair settlements of conflicts;
- f) guaranteeing the intellectual property rights of indigenous peoples with respect to living natural resources and their indigenous knowledge, as well as the protection and recognition of and equitable participation in the benefits derived from traditional knowledge.

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

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

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

CONSIDERING that the majority of the peoples of southern Africa are indigenous to the region;

RECOGNIZING the accelerating degradation of the natural resources and impoverishment of the peoples of Africa and elsewhere;

RECOGNIZING also the close links between development and environmental conservation and the sustainable use of natural resources as noted by Agenda 21, *Caring for the Earth*, etc.;

NOTING the importance of social, cultural, economic pressures on natural resources in the region;

REFERRING to the initiatives of Indigenous Knowledge Systems (IKS) started by a number of concerned citizens and institutions in southern Africa over the last several years;

GUIDED by the spirit and the resolutions by people from the region assembled at a number of fora in the region;

IN RECOGNITION of the vibrancy of IKS in the majority of the communities in southern Africa;

IN RECOGNITION especially of the marginalized indigenous peoples of the region;

NOTING the significant dependence of the communities on the use of IKS;

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CALLS ON governments in southern Africa:

- a) to adapt legal systems to protect IKS and promote and protect ownership rights over natural resources including equitable sharing of benefits with local communities;
- b) to formulate policy frameworks that make IKS an integral part of national development and biodiversity conservation and utilization strategies;
- c) to make available adequate resources to enable communities in southern Africa to document, and undertake research towards enhancing, their indigenous knowledge systems.

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

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

## **1.58 Integration of Environment and Economics in Systems of National Accounting**

NOTING that current systems of national accounts, which yield Gross Domestic Product and other measures of economic performance, do not record the depletion and degradation of natural resources and ecosystems at a time when these are under escalating pressures from human activity;

NOTING that, for this reason, systems of national accounts and measures of economic performance can provide misleading signals for policy-makers by which to steer national economies toward sustainable development;

RECALLING that the community of nations agreed to remedy this flaw and “expand existing systems of national economic accounts in order to integrate environment and social dimensions in the accounting framework, including at least satellite systems of accounts for natural resources in all member States” (Agenda 21, Chapter 8 on Integrating Environment and Development in Decision-Making);

RECALLING that the 1993 System of National Accounts – the official international guidelines for national income accounting developed by the UN, the World Bank, the International Monetary Fund, the Organisation for Economic Cooperation and Development, and the Commission of the European Communities – recommends the development of satellite accounts for natural and environmental resources;

NOTING that the need for valuation of the environment and integration of such values in national accounting systems for decision-making is implicit in related international agreements, such as the Convention on Biological Diversity, in regional programmes, such as the European Union’s Fifth Environmental Action Programme, and in fora in the Americas (Organization of American States and Summit of the Americas);

RECOGNIZING that environmental information in the national accounts would provide an assessment of the costs and benefits of economic and environmental policies;

FINDING that, in spite of international and national commitments and in spite of the efforts of a number of countries to set up programmes to integrate environmental dimensions into systems of national accounts or satellites thereof, progress remains sporadic and such programmes remain under-funded and peripheral to the assessment and design of economic policies;

RECOGNIZING the World Bank’s announced goal of sustainable development and its leading role in promoting debate and research on the relationships between the economy and the environment and new measures of economic progress;

NOTING the partnership that is emerging among international organizations, government agencies and non-governmental organizations to work together on this issue at the international and national levels;

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

1. URGES all States to request their national accounting offices to set up or strengthen integrated environmental and economic accounting programmes, starting with accounting for natural and environmental assets as per the 1993 System of National Accounts, and developing environmental accounts at a minimum in satellite form, as per Agenda 21; and that such programmes be linked to the formulation of the country’s policies;
2. CALLS on the World Bank and the Regional Development Banks, the International Monetary Fund and relevant regional economic organizations such as the Commission of the European Communities and the Organisation for Economic Cooperation and Development to promote the development and use of new measures of progress, including standard measures and definitions of environmental resources, environmental resource use, environmental degradation and the impact thereon of economic policies, lending and advisory decisions; to use these standard measures in policy analysis, in lending and advisory programmes and in publications; and to take the initiative in providing advice and support to governments on how to report on economic and environmental performance using integrated environmental and economic accounts while at the same time taking into consideration that some countries need support and advice on the basic set-up of national accounts;
3. CALLS on government agencies and non-governmental organizations to work in partnership on the use of integrated environmental and economic accounts for reports on economic and environmental performance to the UN General Assembly for the fifth anniversary of the Earth Summit, to international organizations as stated above, and to the public in their regular publications;

4. CALLS on governments and government agencies to request international financial institutions to initiate or augment programmes to support their efforts to integrate environment and economics in their systems of national accounts;
5. URGES IUCN members to support, monitor and provide environmental input – including basic data on the state of the environment, monitoring environmental trends, continued research to improve methods of valuation of environmental goods and services, and to determine levels of sustainable resources use – into national and international programmes on integrated environmental and economic accounting;
6. REQUESTS the Director General, within available resources, to support IUCN members in developing programmes to integrate environment and economics for priority environmental and natural resource sectors. This support can be provided in the form of technical guidance, training, information about programmes in other countries, international financial organizations, and non-governmental bodies, and can be provided through IUCN Headquarters, Regional or Country Offices, or through the International Working Group on Accounting for the Future.

## 1.59 Initiative to Assist Heavily Indebted Poor Countries

RECOGNIZING that prospects for sustainable development are severely limited in many developing countries owing to the burden of their external debt;

RECOGNIZING also that a healthy economy tends to favour sustainable development, so reducing poverty and decreasing pressure on over-exploited natural resources;

CONCERNED that the current level of indebtedness of many developing countries is unsustainable and absorbs financial resources which are urgently needed for investments in poverty alleviation, environmental conservation and economic recovery;

FURTHER concerned that the measures taken so far by both bilateral and multilateral creditors, while significant and welcome, have not addressed the full extent of the problem and that the situation continues to worsen for many countries;

CONCURRING with most creditor countries that solutions to the debt problem must be sought in ways that do not put at risk the current multilateral system of concessional loans to developing countries;

WELCOMING the debate taking place among major creditors (including the international financial institutions and bilateral creditors) and the NGO community on an Initiative to Assist Heavily Indebted Poor Countries;

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

1. URGES bilateral creditor countries, both Paris Club members and others, to consider the debt situation as both a solvency and a liquidity problem and therefore actively promote both debt-stock and debt-service reduction schemes, including debt-for-conservation swaps;
2. CALLS UPON international financial institutions to move forward expeditiously with their Initiative to Assist Heavily Indebted Poor Countries, which should be financed from each institution's own resources, noting that:
  - a) in the case of the multilateral development banks, particularly the World Bank, this should involve use of surplus and net income;
  - b) in the case of the IMF, this should include the sales of a small part of the gold reserve;
  - c) in both cases, support should take the form of grants rather than loans and that part of the proceeds of multilateral debt relief schemes should be used to finance sustainable development activities;
3. REQUESTS the Director General, within available resources, to:
  - a) facilitate IUCN's active participation in international and national discussion on debt issues;
  - b) seek in particular to broker debt-for-conservation swaps where appropriate so as to generate additional resources for conservation priorities in ways that benefit both the IUCN Programme and the members;
  - c) support and as appropriate seek to participate in international initiatives aimed at finding solutions to alleviate multilateral debt in heavily indebted poor countries;
  - d) strengthen the related activities of the Secretariat, including communication, training and debt-for-nature swaps;
4. CALLS UPON the Chair of the IUCN Commission on Environmental, Economic and Social Policy (CEESP) to establish an expert group on the debt problem;
5. INVITES all IUCN members to give priority consideration to this issue.

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

## **1.60 Environmental Trust Funds**

NOTING WITH CONCERN that national efforts to implement Agenda 21 and regional commitments to environmentally sustainable development such as Chapter IV of the Summit of the Americas Plan of Action have been inadequate or unsuccessful;

DECLARING that innovative mechanisms for financing sustainable development should be supported by national governments, international financing institutions and the global business and philanthropic communities;

RECOGNIZING that environmental trust funds that include representatives of civil society on their governing boards are excellent examples of this type of innovative financing mechanism;

FURTHER RECOGNIZING that public-private environmental trust funds provide a unique forum for the participation of civil society in national environmental decision-making and priority-setting;

EMPHASIZING the vital role public-private environmental trust funds could play in realizing the concept of environmentally sustainable development;

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

1. URGES all States:
  - a) to support non-profit, public-private environmental trust funds in any appropriate manner, including but not limited to providing technical assistance, and reviewing legal barriers to their establishment and operation;
  - b) to encourage the international financial institutions to strengthen the existing mechanisms to support environmental trust funds and invites them to examine ways to make such funds more flexible and responsive to national objectives;
2. REQUESTS the Director General, within appropriate resources, to support the establishment and operation of public-private environmental trust funds as part of its efforts to implement the IUCN Programme;
3. FURTHER REQUESTS the Director General to support the establishment and operation of regional and sub-regional networks of environmental funds to improve communication and promote cooperative activities, particularly with respect to the challenges associated with environmental management along shared borders.

## 1.61 Trade and Environment

RECALLING Recommendation 18.20 adopted at the 18th Session and Recommendation 19.25 adopted at the 19th Session of the IUCN General Assembly;

COMMENDING IUCN members on the initiatives and studies which they have undertaken;

NOTING with appreciation the report produced by the IUCN Environmental Law Centre and commissioned by the International Council of Environmental Law which summarizes the major issues and proposals on the trade and environment agenda;

WELCOMING IUCN's contribution to the creation of the International Centre on Trade and Sustainable Development which will provide a new range of services on trade and sustainable development issues to IUCN members;

RECALLING the call in Agenda 21 for trade and environment to be mutually supportive;

RECOGNIZING that an open multilateral trading system can facilitate sustainable development;

ALSO RECOGNIZING that the free flow of goods and services may at times be incompatible with implementing the principles of sustainable development and environmental conservation as elaborated in *Caring for the Earth*;

AFFIRMING that the General Agreement on Tariffs and Trade, as supplemented by the results of the Uruguay Round of Multilateral Trade Negotiations, is to be applied in accordance with the objective of sustainable development, seeking both to protect and preserve the environment and to enhance the means for doing so in a manner consistent with respective needs and concerns at different levels of economic development, as recognized in the Preamble to the Agreement Establishing the World Trade Organization (WTO);

REAFFIRMING the important role of multilateral environmental agreements (MEAs) in achieving environmental objectives, including those MEAs containing trade-related environmental measures;

AWARE that developing countries may suffer unduly from the imposition of trade-related environmental measures and, where appropriate, consideration should be given to the need for their equitable treatment;

STRONGLY URGING that the objectives of MEAs not be undercut by the rules of the international trading system, and that the objectives of the WTO be pursued in a manner which ensures environmental conservation and sustainable development;

REAFFIRMING the sovereign rights of all States to establish standards aimed at achieving a high level of environmental protection and conservation and their responsibility to ensure that areas beyond the limits of national jurisdiction are protected from environmental degradation;

RECALLING that Agenda 21 called for governments to "encourage expansion of environmental labelling and other environmentally related product information programmes to assist consumers to make informed choices";

AWARE that many developing countries have specialized products for niche markets that would benefit from eco-labelling, but that some developing country producers have indicated that they need assistance or flexibility in eco-labelling criteria to qualify for the labels;

CONCERNED to ensure that efforts to develop disciplines as well as criteria in international law do not reduce the environmental effectiveness of eco-labelling schemes;

APPRECIATING the efforts that the WTO has made to publicize the work of the Committee on Trade and Environment;

BUT CONCERNED that the transparency and public access to its discussions concerning trade and environment continue to be severely restricted;

ENCOURAGING further efforts to ensure coordination with relevant inter-governmental organizations in order to contribute effectively their expertise to the deliberations on trade and environment with the WTO;

NOTING also that several international financial institutions have instituted panels for environmental reviews of their activities;

NOTING the forthcoming Ministerial meeting of the WTO to be held in Singapore, at which the WTO Committee on Trade and Environment may make recommendations concerning the possible reform of the multilateral trading system;

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

1. CALLS UPON all Members of the World Trade Organization (WTO):
  - a) to strengthen their commitment to pursue the objective of sustainable development in accordance with the preamble of the agreement establishing the WTO;
  - b) to strive to enhance the transparency of the deliberations of the WTO and opportunities for NGO input wherever possible into the dispute settlement process;
  - c) to strive to ensure that the objectives of MEAs not be undercut by the rules of the WTO;
  - d) to use, wherever possible, outside environmental expertise to guide the settlement of trade disputes involving environmental matters;
  - e) to establish the Committee on Trade and Environment as a standing body of the WTO;
  - f) to encourage more transparency regarding eco-labelling programmes of WTO members to avoid future conflicts between trade interests and supporters of eco-labelling;
2. URGES all States:
  - a) to integrate their policy-making on trade and environmental issues and to include the views and concerns of NGOs;
  - b) to study eco-labelling programmes and to heed the call of Agenda 21 to develop such programmes to assist consumers in making informed choices about the products they buy;
3. REQUESTS the Director General, within available resources:
  - a) to continue efforts to collect and disseminate information to IUCN members about discussions regarding coordination of international trade and environmental law and policy-making;
  - b) to determine how eco-labelling programmes might further initiatives of IUCN, such as the Sustainable Use Initiative;
  - c) to complement existing theoretical studies by addressing the practical problems which arise from the interplay between international trade and environmental conservation.

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

## 1.62 Illegal International Trade in Forest Products

NOTING that in many countries forest products including non-timber forest products are harvested and exported in violation of national and provincial laws and regulations, and of the recognized customary rights of indigenous peoples and other forest-dependent communities;

RECOGNIZING that these activities are counter-productive to the attainment of sustainable forest management and result in a failure to obtain the funds critically needed for such management;

DEFINING the illegal international trade in forest products as the cross-border movement of forest products harvested, transported, bought or sold in violation of the laws of the products' country of origin (including laws recognizing the customary rights of indigenous peoples and other forest-dependent communities), or in violation of international agreements signed by the country of origin;

RECOGNIZING that resolving the illegal international trade problem is first and foremost in the hands of national governments, who are responsible for monitoring forest management, tracking forest products trade, and enforcing national laws, and in the hands of forest product corporations and professional trade organizations, who are responsible for internal trade monitoring mechanisms and codes of conduct;

FURTHER RECOGNIZING that resolving the illegal international trade problem may also be facilitated through multilateral bodies and agreements such as CITES;

NOTING that additional mechanisms to help countries effectively monitor, track and curtail illegal trade are required in many countries as well as at regional and global levels;

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

1. CALLS UPON ALL IUCN members, States and government agencies, international organizations, corporate sector entities and trade associations cooperatively to support and promote:
  - a) a global assessment of the extent of the illegal international forest products trade;
  - b) the research and development of effective means of monitoring trade of forest products such as “chain of custody” in order to curtail illegal activities;
  - c) incentives for the active involvement of local communities in monitoring illegal international trade;
2. URGES the UN Intergovernmental Panel on Forests to address the issue of illegal trade in forest products in its recommendations to the UN Commission on Sustainable Development.

*Note. The use of the term “indigenous peoples” in this Recommendation shall not be construed as having any implications as regards the rights which may attach to that term in international law.*

## 1.63 The Promotion of Organic Agriculture

RECOGNIZING that the Green Revolution has not achieved the expectations of ensuring food security in all nations and regions of the world and has contributed to degradation of the earth's natural ecosystems;

APPRECIATING that increasingly the harmonization of human activity and its natural environment in terms of sustainable resource utilization and management is the key to the survival of many living communities, including humans;

NOTING that IFOAM (International Federation of Organic Agriculture Movements), with 570 member organizations in over 100 countries, is committed to the integration of organic agriculture and nature conservation;

RECOGNIZING also that organic agriculture is an important way to minimize harmful environmental effects of agriculture and that organic methods can lead to ecologically sustainable agriculture by integrating nature conservation, resource management and competitive production;

RECOGNIZING further that organic agriculture can play an important part in nature conservation because it is sensitive to natural processes and ecosystems and works on the minimization of external human interference;

AWARE that humans have utilized and shaped accessible natural ecosystems for thousands of years, demonstrating the need to preserve traditional agricultural practices when ecologically sound;

AWARE that biosphere reserves and managed nature reserves show that human activities, if accompanied by environmental education, income-generating incentives and proper monitoring, may lay the foundation for preserving cultural and natural landscapes in the long term and are a decisive factor for making uses compatible with the conservation of the natural basis of life;

WELCOMING that organic agriculture eliminates chemo-synthetic inputs, minimizes pollution, reduces soil degradation and can reduce habitat destruction and take pressure from highly valued centres of biodiversity, especially those close to densely populated agricultural areas;

RECOGNIZING that for these reasons the promotion of organic agriculture is an important part of conservation;

RECOGNIZING also that organic farming already constitutes an important part of agriculture in some countries and is developing rapidly worldwide;

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

REQUESTS the Director General, within available resources, to convene an international workshop in cooperation with IFOAM on the linkage of organic agriculture and nature conservation which should, *inter alia*, address country-specific and problem-oriented issues and lay the foundation of and define a plan for cooperation among interested parties.

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

## 1.64 Persistent Organic Pollutants

AWARE of the mounting evidence that reveals the global scale and severity of toxic persistent organic pollutant (POP) contamination of all life forms and ecosystems, in all regions of the planet;

FURTHER AWARE that flora and fauna, including fish, reptiles, birds and mammals, and humans, are all affected by POPs through a growing number of actual and suspected effects that includes cancer, damage to immune and reproductive systems and developmental problems;

APPRECIATING the special attention that UNEP has given to POPs, in the context (a) of its May 1995 Governing Council (GC) Decision 18/32 that established an expedited assessment process for a prioritized list of POPs, and (b) the Washington Conference on Protection of the Marine Environment from Land-based Activities, which agreed, among other things, that “international action is needed to develop a global, legally binding instrument, amongst other international and national actions, for the reduction and/or elimination of emissions and discharges, whether intentional or not, and where appropriate, the elimination of the manufacture and use of, and illegal traffic in”, priority toxic persistent organic pollutants;

SIMILARLY APPRECIATING the Fourth Session (1996) of the Commission on Sustainable Development’s endorsement of the Washington Conference’s Global Programme of Action, including recognition of the intention of governments to take action to develop a global, legally binding instrument to regulate POPs, with special consideration for countries in need of assistance;

NOTICING the important assessment of the Intergovernmental Forum on Chemical Safety (IFCS) in June 1996 in Manila which concluded that available information on tasks a) to d) of UNEP GC Decision 18/32 is sufficient to demonstrate the need for international action on the 12 specified POPs and to move forward on realistic response strategies; and that international action, including a global legally binding instrument, is required to reduce the risk to human health and the environment arising from the release of these 12 POPs;

COGNIZANT of the fact that further actions on POPs is due for consideration at UNEP’s next Governing Council, in January 1997; and recognizing that a regional protocol to control POPs is in preparation under the UN/ECE Convention on Long Range Transboundary Air Pollution.

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

1. URGES all States to instruct their representatives to the January 1997 UNEP Governing Council to support strong, effective actions on POPs at the global level, including:
  - a) establishment of an Intergovernmental Negotiating Committee (INC), with a mandate for the expeditious development of a global legally binding instrument;
  - b) support in the INC of an instrument that:
    - i) protects human health and the environment through measures which will reduce and/or eliminate the emissions and discharges of the POPs listed as priorities in UNEP/GC Decision 18/32 and, where appropriate, eliminate production and subsequently the remaining uses of POPs;
    - ii) includes mechanisms for adding other POPs beyond the original prioritized ones using science-based criteria which include application of a precautionary approach, consideration of risk and allowing for consideration of socio-economic factors in implementing any international action;
    - iii) takes into account the special concerns of developing countries and countries with economies in transition;
    - iv) promotes information exchange, transparency and effective participation by civil society in decision-making;
2. REQUESTS the Director General, within available resources, to work with the IUCN Commissions and membership networks to promote increased public awareness and understanding of the environmental, social, human and economic costs associated with the continued dependence on activities for which POPs are produced or used, and to assist in highlighting appropriate and acceptable alternatives.

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

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

NOTING that Ecological Engineering, also called Ecotechnology, may present sound solutions on pollution problems with a long-term sustainable perspective;

RECOGNIZING the worldwide need for long-term sustainable solutions for management of wastewater and waste from households in rural and urban settlements;

RECOGNIZING also that there are other areas of human environmental impact where development of long-term sustainable approaches are needed;

RECOGNIZING also the importance of public participation to develop widespread understanding and popular support for the use of long-term sustainable approaches, such as ecological engineering, to solve pollution problems;

AWARE of the need to find solutions to avoid pollution problems from household wastewater, such as eutrophication and bacterial pollution of ground water, river systems, lakes and seas; and realizing that certain pollution problems come primarily from untreated or inadequately treated sewage;

ALSO AWARE that water is a scarce resource in many parts of the world, and seeing the importance of developing and implementing water-saving systems to reduce the amount of domestic wastewater;

CONSCIOUS that 75–90 per cent of the total content of nitrogen, phosphorus and potassium from human excrement is found in urine, and that this may make it a good nutrient source to be used as fertilizer;

RECALLING Chapter 17 of Agenda 21 on protection of the oceans, all kinds of seas, including enclosed and semi-enclosed seas, and coastal areas and the protection, rational use and development of their living resources, Chapter 18 of Agenda 21 on protection of the quality and supply of freshwater resources: application of integrated approaches to the development, management and use of water resources, and Chapter 21 of Agenda 21 on environmentally sound management of solid wastes and sewage-related issues;

ACKNOWLEDGING the sustainable approach of ecological engineering systems for the treatment of wastewater that may employ natural treatment systems, such as constructed wetlands, in creating solutions for treatment of household waste and wastewater, and that may use source separation, such as urine-sorting/separating toilet systems, and direct recycling of nutrient resources to agricultural land;

ALSO ACKNOWLEDGING that the use of ecological engineering systems will be an important component in the development of an approach to reach the sustainability goals of Agenda 21;

AWARE of the importance of developing and creating long-term sustainable systems for treatment of wastewater, and that ecological engineering solutions are important parts of such development, and that conventional solutions/technologies for wastewater treatment may be improved considerably by involving ecological engineering;

RECOGNIZING that the development of systems in rural and urban areas for treatment of household waste and wastewater, such as ecological engineering systems, should be an important area for IUCN;

NOTING the need for the development and application of technologies, such as dry systems without use or minimized use of water, for direct recycling of nutrient resources from household waste and wastewater to agricultural land;

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

1. CALLS UPON all States, national and international funding institutions, non-governmental organizations and the business community to give consideration to increase the use of effective ecologically oriented solutions for wastewater treatment, such as use of natural treatment systems in recycling, and specifically:
  - a) to allocate funding resources for demonstration projects using sustainable ecological engineering solutions to control household waste and wastewater pollution;
  - b) to encourage the use of experts and consultants on ecological engineering in the planning process and for feasibility studies to solve household waste and wastewater pollution problems in a sound way;

- c) to always encourage the study of ecological engineering systems as alternatives to or in conjunction with conventional wastewater treatment systems when studying solutions for treatment and management of household waste and wastewater;
2. ALSO CALLS UPON IUCN members actively to support the use and development of ecological engineering approaches to create environmentally sound solutions for treatment of household waste and wastewater, and specifically:
- a) to promote the practical uses of these approaches;
  - b) to incorporate ecological engineering approaches for the long-term sustainable management of wastes into relevant IUCN projects and related initiatives.

*Note. This Recommendation was adopted by consensus. The delegation of the State member Australia indicated that had there been a vote the delegation would have abstained. The delegation of the State member Netherlands stated that the Netherlands recognized the importance of the subject of this Recommendation, but considered that it touched the Mission of IUCN only indirectly and its implementation would imply additional work for IUCN.*

## 1.66 Draft International Covenant on Environment and Development

RECALLING that the original IUCN Statutes in 1948 called for the Union “to promote national and international action on ... the preparation of ... a world-wide convention for the ‘Protection of Nature’ ”;

NOTING the success of IUCN and its Environmental Law Programme in first proposing and helping draft the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and the Convention on Biological Diversity, and other regional, global and multilateral environmental agreements;

RECOGNIZING that an international consensus has developed about principles, rights and obligations for environmental conservation and sustainable development in “softlaw”, from the 1972 Stockholm Declaration, including the 1982 UN World Charter for Nature, and through to the 1992 Declaration of Rio de Janeiro;

COGNIZANT of the well-established legal process whereby the Universal Declaration of Human Rights was recodified into the UN Covenants on Human Rights;

AWARE that Agenda 21, adopted at the UN Conference on Environment and Development, calls for strengthening international law;

APPRECIATING the need to codify environmental principles and norms into a treaty format;

GRATEFUL for the five years of work that the International Council on Environmental Law (ICEL) and the IUCN Commission on Environmental Law (CEL) have contributed toward preparing the IUCN Draft Covenant on Environment and Development, which was launched at the UN Secretary General’s Congress on Public International Law in 1995, during the 50th Anniversary of the founding of the United Nations;

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

1. THANKS ICEL and CEL for preparing and publishing the draft Covenant on Environment and Development as a possible model for a framework worldwide convention for environmentally sustainable development and nature conservation;
2. RECOMMENDS to the State Members of UN Commission on Sustainable Development (CSD), to request CSD to study the Draft Covenant as a possible way to implement the recommendations of Agenda 21 (Chapters 8, 38 and 39) for States to progressively strengthen and develop international and national law for environmentally sustainable development;
3. CALLS on IUCN members to consider the codification of Rio Principles, along the lines of the Draft IUCN Covenant;
4. PROPOSES that the State Members of the UN General Assembly consider establishing an intergovernmental negotiating committee to undertake preparation of a covenant codifying Rio Principles, along the lines of the IUCN Draft Covenant;
5. REQUESTS the Commission on Environmental Law of IUCN annually to review the progress of the UN on the codification of the Rio Principles, by an instrument like the Draft Covenant, and to recommend appropriate measures to UN organs, such as the International Law Commission or ECOSOC, for advancing such codification.

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

## 1.67 World Heritage Convention

RECALLING the recommendations of the second, third and fourth World Parks Congresses and the 16th Session of the General Assembly of IUCN regarding the World Heritage Convention; the growth in that period of the number of natural sites on the World Heritage List to 102 plus 17 “mixed” natural and cultural sites, and the existence currently of 147 State Parties to the Convention;

BELIEVING that the potential benefits of World Heritage extend far beyond the sites which have been listed, since these areas can play a leadership role in setting standards for protected areas as a whole, can bring resources for training which will be of wider application and can be “flagships” in terms of raising public awareness of conservation issues;

NOTING that, while few World Heritage natural sites are pristine, many such sites, as well as many in the new category of cultural landscapes, demonstrate the practical application of the principles of ecologically-sound sustainable management as well as the conservation of natural resources;

CONCERNED that the Convention has not yet achieved universal coverage, the World Heritage List is not yet fully comprehensive, no global strategy has yet been prepared for natural sites, eight natural sites are currently on the World Heritage in Danger List, and that many more existing sites are coming under increasing threat;

RECOGNIZING that a number of State Parties to the World Heritage Convention are in arrears with their financial contributions and that resources for technical assistance from the World Heritage Fund are very restricted;

COMMENDING UNESCO’s World Heritage Committee and the World Heritage Centre for significant conservation successes over the first 25 years of the operation of the Convention and recognizing the important role of IUCN and other advisory bodies in these successes;

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

1. AFFIRMS that the World Heritage Convention is one of the most important international instruments available to achieve IUCN’s Mission and therefore affirms anew its commitment to the principles of the Convention;
2. REMINDS State Parties that many natural sites of outstanding universal importance remain to be added to the World Heritage List, and also that the new category of cultural landscapes creates an opportunity to include sites in the World Heritage List which have important natural values occurring in association with human use of natural resources which is ecologically sustainable;
3. ENCOURAGES State Parties to the Convention that have not already done so to :
  - a) meet their financial obligations to the Convention;
  - b) include natural heritage specialists on their delegations to the World Heritage Committee meetings;
  - c) submit voluntary monitoring reports as requested in the Operational Guidelines for the Convention and cooperate with the Advisory Bodies and the World Heritage Centre in the periodic reporting on the conservation status of sites;
  - d) prepare tentative lists, especially for natural sites and cultural landscapes, with a view to achieving more balance on the World Heritage List;
  - e) adhere to existing mechanisms for systematic monitoring to avoid World Heritage sites being degraded to the point of inscription on the World Heritage in Danger List and ultimate delisting;
4. REQUESTS the donor community to recognize the importance of the Convention for conservation and ecologically sustainable development, as well as the constraints of the World Heritage Fund, and therefore to receive favourably requests for assistance to World Heritage sites, giving priority to those on the World Heritage in Danger List;
5. ASKS UNESCO to strengthen further the professional capabilities in natural heritage within the World Heritage Centre and to propose to the World Heritage Committee a process to encourage State Parties to regularly update information on

the values of sites already inscribed on the World Heritage List to take account of new knowledge and facilitate more effective monitoring;

6. CALLS on NGO members of IUCN to be more active in promoting the Convention, including promoting candidate sites and reporting on threats;
7. CALLS on all IUCN members, through IUCN's National and Regional Committees, and in other ways, to address World Heritage issues in their activities, including marking in some appropriate manner the 25th anniversary of the Convention in 1997;
8. CALLS on IUCN Commissions, and especially the World Commission on Protected Areas (WCPA), to continue to give priority to World Heritage in their work;
9. CALLS on the IUCN Commissions, particularly the WCPA, to support IUCN's role in reactive monitoring;
10. REQUESTS the Director General of IUCN, within available resources, to:
  - a) promote greater awareness of the relevance of the Convention through education, communication initiatives and training;
  - b) collaborate closely with the International Council on Monuments and Sites (ICOMOS) on mixed cultural and natural sites and in a systematic assessment of cultural landscapes;
  - c) build the capacity in IUCN's Regional and Country Offices to strengthen World Heritage expertise in the regions;
  - d) pursue, as resources permit, the preparation of global thematic studies of natural heritage in cooperation with the World Conservation Monitoring Centre and the World Heritage Centre;
  - e) expand the input into IUCN's World Heritage work through involving staff, IUCN members and Commissions as well as other relevant scientific networks.

## **1.68 Development of Guidelines for the Conservation of Places of Natural Heritage Significance**

RECOGNIZING that the World Charter for Nature, adopted by the UN General Assembly on 28 October 1982, established the fundamental rights of nature and the requirement for humans to respect it; noted that conservation of nature is an integral part of social and economic development activities; and called on authorities, individuals, organizations and groups to cooperate in the task of conserving nature through common activities and other relevant actions;

MINDFUL that there is great potential benefit in a clearly defined process for making decisions about managing land and water for the conservation of nature in both protected and unprotected areas;

RECOGNIZING that there is an increasing need to encourage communication, information transfer and a common language between countries and between land-managers, landowners, professionals and community sectors concerned with the management of areas with natural heritage significance;

NOTING that over the last two years an Australian Natural Heritage Charter for the conservation of places of natural heritage significance has been developed within Australia through a process involving wide consultation with all levels of government, non-governmental organizations, local communities, professional associations and other interested groups and individuals;

NOTING that the Australian Natural Heritage Charter contains a statement of ethos, a set of concise definitions, a statement of conservation principles and processes and a statement of conservation practice which outlines a logical process for conserving any place of natural heritage significance;

NOTING that the Australian Natural Heritage Charter is a voluntary document with no requirement nor intent that it should be implemented by statutory means;

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

1. COMMENDS the organizations in Australia who have developed the Australian Natural Heritage Charter as a practical, do-it-yourself guide for the conservation of places of natural heritage significance;
2. REQUESTS the Director General, through the various components of IUCN, to encourage other countries to develop similar, appropriate guidelines to assist everyone with an interest in the significance and conservation of natural heritage to make soundly based conservation decisions;
3. RECOMMENDS that, in developing these guidelines, countries undertake a wide participatory approach which includes all sectors with an interest in the conservation of natural heritage.

## **1.69 Inspection of Wildlife Shipments**

AWARE that the trade in wildlife and its products is increasing throughout the world, and was estimated at US\$ 5–8 billion annually in a report issued by the US General Accounting Office in December 1994 entitled *Wildlife Protection: Fish and Wildlife Service's Inspection Program Needs Strengthening*;

NOTING that governments often lack resources or fail to place emphasis on the monitoring and control of the trade in wildlife and its products;

RECOGNIZING that the lack of inspection of wildlife shipments contributes to wildlife smuggling;

RECALLING that the inspection of wildlife shipments is part of a mechanism for effective implementation of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES);

CONCERNED that smuggling of wildlife threatens the survival of many species protected by CITES;

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

1. CALLS upon all non-governmental members of IUCN to urge their governments to strengthen their law enforcement efforts to protect their CITES-listed species;
2. CALLS upon all governmental members of IUCN to take whatever steps are necessary, including physical inspection of entering and departing wildlife shipments, to curtail the illegal trade of wildlife and its products;
3. CALLS upon all governmental members of IUCN to provide the resources needed to accomplish these goals.

## 1.70 Ramsar Convention Priorities

RECALLING that IUCN shares with the Convention on Wetlands of International Importance, especially as Waterfowl Habitat (Ramsar, 1971), a recognition that naturally functioning wetlands are essential to the world's natural, economic and social fabric;

NOTING that both IUCN and the Ramsar Convention work cooperatively to stem the global loss of wetland resources and to bring about the wise and sustainable use of these resources;

AWARE that the Sixth Meeting of the Conference of the Contracting Parties to the Ramsar Convention (Brisbane, Australia, March 1996) adopted a number of measures to enhance the wise use concept;

RECOGNIZING that successful application of the Ramsar wise use concept will require the full efforts of both governmental and non-governmental organizations, most of which are members of IUCN;

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

CALLS UPON all IUCN members to take the following specific steps over the triennium 1997–1999:

- a) to implement undertakings already agreed under the Ramsar Convention;
- b) to integrate wetland conservation and restoration into their nature conservation, land and water management policies and programmes;
- c) to encourage active and informed participation of local and indigenous peoples, at Ramsar sites as well as other wetland sites and their catchments, in the direct and ecologically sustainable management of such wetlands through appropriate community-based organizations, and to establish in each country that is a Party to the Convention a documentation centre accessible to the general public;
- d) to establish a process for assessing the ecological status of and threats to wetland resources nationally, regionally and globally;
- e) to establish programmes for the training of wetland managers and for providing local communities with such wetland science knowledge as will help to assure that decisions regarding the use of wetlands will sustain their natural functions over time;
- f) to protect the natural functions and ecological character of listed sites, particularly those appearing on the Montreux Record (the record of Ramsar sites where changes in ecological character have occurred, are occurring or are likely to occur);
- g) to support the field-based conservation actions of the Ramsar Convention including the Management Guidance Procedure and the Small Grants Fund;
- h) To promote the conservation of wetlands by listing under the Ramsar Convention wetlands important for birds, as documented in BirdLife International's Important Bird Area studies, as well for other taxa;
- i) To establish a network for education on wetlands in each country.

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

## 1.71 Climate Change

RECALLING Recommendation 18.22 from the 18th Session of the IUCN General Assembly;

AWARE of the Second Assessment Report of the Intergovernmental Panel on Climate Change that stated:

“The balance of evidence, from changes in global mean surface air temperature and from changes in geographical, seasonal and vertical patterns of atmospheric temperature, suggests a discernible human influence on global climate”;

NOTING the report of the Goddard Institute for Space Studies that 1995 was the warmest year on record since 1866;

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

NOTING that the “best estimate” of the second assessment models project an increase in sea-level of about 50 cm from the present to the year 2100;

CONCERNED about the impact of sea-level rise on low-lying, small island states and other low-lying coastal areas;

NOTING that the second assessment of the Intergovernmental Panel on Climate Change indicates that immediate stabilization of concentration of carbon dioxide at its present levels could be only through an immediate reduction in emissions of 50–70 per cent and further reductions thereafter;

FURTHER NOTING that the stabilization of methane (CH<sub>4</sub>) and nitrogen oxide (N<sub>2</sub>O) concentrations at today’s levels would involve reductions in anthropogenic emissions of 8 per cent and more than 50 per cent respectively;

AWARE that the Framework Convention on Climate Change has been signed by more than 160 countries and ratified by over 130 countries;

NOTING the commitment by developed countries in the Framework Convention on Climate Change to aim to return carbon dioxide and other greenhouse gas emissions to 1990 levels by the year 2000;

NOTING the resolution of the European Parliament to reduce carbon dioxide emissions to 20 per cent below 1990 emission levels by 2005;

NOTING the draft Protocol to the Framework Convention on Climate Change proposed by the Alliance of Small Island States (AOSIS);

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

1. CALLS on all developed countries to take measures to meet their aims to return greenhouse gas emissions to 1990 levels by the year 2000;
2. CALLS on the Parties to the Framework Convention on Climate Change to negotiate a legally binding protocol or another legal instrument which contains a realistic and verifiable emissions target, as well as a time schedule to reduce emissions, at the third Conference of the Parties.

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

## 1.72 Climate Change, Biodiversity and the IUCN Programme

RECALLING that the Caracas Declaration and Action Plan from the IVth World Congress on National Parks and Protected Areas identified climate change as a significant issue concerning conservation of biological diversity and management of protected areas;

FURTHER RECALLING Recommendation 18.22 on Global Climate Change of the 18th Session of the IUCN General Assembly;

FURTHER RECALLING Article 2 of the Framework Convention on Climate Change which provides that the ultimate objective of the Convention is to stabilize greenhouse gas concentrations in the atmosphere at a level that would not present dangerous anthropogenic interference in the climate system and that such a level should be achieved within a time-frame sufficient to allow ecosystems to adapt naturally to climate change to ensure that food production is not threatened and to enable economic development to proceed in a sustainable manner;

FURTHER RECALLING Actions 4.3 and 4.4 of *Caring for the Earth*, and especially that “governments should review their development and conservation plans in light of the most plausible scenarios of climate change and sea-level rise”;

NOTING that the Second Assessment Report of the Intergovernmental Panel on Climate Change (IPCC) found that atmospheric concentrations of CO<sub>2</sub> are now 30 per cent above the pre-industrial level, having reached 358 parts per million (ppm), and that a warming trend in global mean surface temperature can be detected since 1860;

NOTING ALSO that the past century has been warmer than any for at least 600 years, and that the rate of warming may be greater than any experienced in at least the past 10,000 years;

NOTING ALSO that for the first time in 1996, the IPCC concluded that “the balance of evidence suggests a discernible human influence on global climate” and that “a significant loss of species must be considered as one of the most important impacts of climate change”;

NOTING FURTHER that the Third Conference of the Parties to the Framework Convention on Climate Change in 1997 has been charged to adopt strengthened commitments of Annex I Parties with respect to greenhouse gas emissions reductions and limitations and continue to advance the implementation of Article 4.1 commitments by all Parties to the Convention;

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

1. AFFIRMS that climate change represents a major, growing threat to the maintenance of biodiversity and the protection, management and rehabilitation of natural and semi-natural ecosystems;
2. RECOGNIZES the findings of the Second Assessment Report, which indicate that the continued rise of greenhouse gas concentrations in the atmosphere will lead to dangerous interference to the climate system, given the serious risk of an increase in temperature, particularly the very high rate of temperature change;
3. ENDORSES the IPCC’s 1990 calculation that long-lived greenhouse gases “would require immediate reductions in emissions from human activities of over 60 per cent to stabilise their concentrations at today’s levels” and its 1996 statement that successful adaptation to climate change will depend “upon technological advances, institutional arrangements, availability of financing, and information exchange”;
4. WELCOMES recent first steps by the Species Survival Commission (SSC) and the World Commission on Protected Areas (WCPA) to include climate change issues in their work programmes;
5. REQUESTS the Director General, within available resources and in consultation with the Commissions and members, to develop a strategy for IUCN on climate change and to participate in the work of the Intergovernmental Panel on Climate Change and the work of the Framework Convention on Climate Change as far as there is a direct link with conservation of biodiversity and natural resources, and as part of this strategy, calls upon:
  - a) WCPA to take steps to develop new guidelines for protected area management and planning that recommend strategies aimed at minimizing and adapting to the impacts of climate change;

- b) SSC to examine the feasibility of developing new techniques and predictive tools to evaluate the importance of climate change as a threatening process for particular species in particular areas, understanding that multiple factors may be involved;
  - c) the Commissions in general to assess the implications of climate change for their goals and operations, and then on the basis of the results of these assessments, to develop work programme elements to integrate climate change into their activities;
6. FURTHER REQUESTS the Director General, within available resources and in consultation with members and Commissions, to assist in the development of climate change mitigation and adaptation strategies.

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

AWARE that the Geneva Ministerial Declaration on Climate Change (18 July 1996) states that the Second Assessment Report of the Intergovernmental Panel on Climate Change should provide a scientific basis for urgently strengthening action at the global, regional and national levels, particularly action by Annex I Parties to the Framework Convention on Climate Change to limit and reduce emissions of greenhouse gases and for all Parties to support the development of a protocol or other legally binding instrument;

RECALLING that the Intergovernmental Panel on Climate Change Second Assessment Report has concluded that atmospheric concentrations of greenhouse gases are increasing largely because of human activities, that climate is changing and is expected to change in the future and that the balance of evidence suggests a discernible human influence on the Earth's climate;

RECALLING that the Second Assessment Report projects that, without specific actions to mitigate greenhouse gas emissions, the Earth's mean temperature will increase by between 0.8 to 3.5 degrees Celsius by 2100, a rate faster than any observed during the last 10,000 years, and sea level is projected to rise by about 15 to 95 centimeters by 2100;

RECALLING also that the Conference of the Parties to the Framework Convention on Climate Change, by its Decision 1/CP.1, known as the Berlin Mandate, committed Annex I Parties to strengthening their commitments by setting "quantified limitation and reduction objectives within specified time-frames, such as 2005, 2010 and 2020, for their anthropogenic emissions by sources and removals by sinks of greenhouse gases not controlled by the Montreal Protocol", and all Parties to "reaffirm existing commitments in Article 4.1 and continue to advance the implementation of these commitments";

RECALLING FURTHER that the objective of the Framework Convention on Climate Change is ultimately to achieve a stabilization of greenhouse gas concentrations in the atmosphere "at a level that would prevent dangerous anthropogenic interference with the climate system";

RECOGNIZING that a doubling of equivalent CO<sub>2</sub> concentrations could occur between 2030 and 2050 under "business-as-usual";

CONCERNED that the impacts identified in the Second Assessment Report for an equivalent doubling of CO<sub>2</sub> levels could have serious consequences for the planet;

RECOGNIZING that even after stabilization of greenhouse gas concentration is achieved, global surface temperature will continue to rise for some decades and sea-level for many centuries;

RECOGNIZING also the need to reduce existing uncertainties by improving estimates of future emissions, understanding of special feedback mechanisms and projections of rates, regional patterns and particular impacts of climate change on ecological systems, biodiversity and human health;

AWARE of significant "no-regrets" opportunities to reduce greenhouse gas emissions that are available in most countries and of existing cost-effective technologies and policies that can be used to markedly reduce the net emissions of greenhouse gases from industrial, energy supply, energy demand and land management practices;

CONVINCED that the risk of aggregate net damage due to climate change, considerations of risk aversion and a precautionary approach provide strong rationales for actions beyond no-regrets;

CONCERNED that climate change is likely to have wide-ranging and mostly adverse effects on human health, with significant loss of life;

CONCERNED that the projected changes in climate will result in significant, often adverse, impacts on many ecological systems, biodiversity and socio-economic sectors, including food supply and water resources;

CONCERNED that delaying action will likely lead to more rapid rate of climate change, increase the risk of "surprises" and rapid, unanticipated change, and require extreme rates of emission reductions in the future;

CONCERNED also that the impacts of climate change will be more severe in the developing countries of the world, and those countries may have fewer adaptation options;

CONCERNED further that the best available scientific evidence indicates that the significant, long-term sea level rise associated with an increase in CO<sub>2</sub> concentrations in the atmosphere will endanger small islands and other low-lying areas;

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

CALLS UPON the Conference of the Parties, at its third meeting, to adopt a protocol or other legal instrument to the Framework Convention on Climate Change (FCCC) that:

- a) contains legally binding targets and timetables for limitation and reduction of greenhouse gas emissions from Annex 1 Parties that:
  - i) are designed to promote a safe rate of change leading ultimately to the stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system;
  - ii) anticipate a regular process for revising emission limitation obligations in order to achieve the ultimate objectives of the FCCC;
  - iii) are capable of being monitored and verified;
- b) reaffirm all Parties' existing commitments in Article 4.1 of the FCCC and continue to advance implementation of these commitments;
- c) provides for and facilitates, in accordance with a precautionary approach and the best available scientific information, periodic review and strengthening of Parties' commitments;
- d) promotes capacity-building and the transfer of environmentally sound technologies to mitigate and aid in adaptation to climate change and its impacts;
- e) allows for the appropriate coordination of Parties' policies and measures to mitigate and adapt to climate change and the impacts of climate change;
- f) incorporates a process that promotes universal participation of Parties in the Protocol or other legal instrument.

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

## 1.74 Combating Desertification

RECOGNIZING that about 900 million people are estimated to be at the risk of being affected by the process of desertification, which is destroying the fertility of arable and non-renewable land resources;

COGNIZANT of the disastrous impact of the tropic Sahelian droughts and severe desertification of 1968–1973, and the continuing vulnerability of fragile drylands to human activities, including over-grazing, population pressures, droughts and a general failure to follow sustainability principles in the development of such regions;

WELCOMING the adoption of the Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa (1994), which requires signatories to:

- a) combat desertification and mitigate the effects of drought in the affected countries through effective action at all levels;
- b) support activities relevant to combating desertification through international cooperation, consistent with the integrated approach recommended in Agenda 21;
- c) formulate National, Sub-Regional and Regional Action Programmes to combat land degradation and desertification to be implemented in affected countries with the collaboration and participation of donors, NGOs, community-based organizations and government agencies;

RECOGNIZING that the effectiveness of the Convention will largely depend on the number of signatories;

RECOGNIZING also the importance of recent regional and sub-regional conferences on this topic held in the last two years;

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

1. CALLS ON all States which have not already done so to ratify the Convention as soon as possible;
2. CALLS UPON governments to develop national legal and other measures to assist in combating desertification, giving particular attention to the role of NGOs, local communities and women as natural resources managers, in the implementation of the Convention;
3. REQUESTS the GEF Secretariat and implementing agencies to assist affected countries (and NGOs) to present eligible projects on desertification for GEF financing;
4. CALLS ON bilateral and multilateral agencies to consider maintaining and/or reinforcing the financial support they give to combating desertification;
5. CALLS ON the States affected by desertification to apply the human and financial resources required to combat desertification, in accordance with the commitments under the Convention;
6. REQUESTS the Director General, within available resources, to:
  - a) give priority in the IUCN Programme (including the work of the Commission on Ecosystem Management) to supporting the implementation of the Convention, and establish a focal point within the Secretariat for that purpose;
  - b) collaborate with governments, community based organizations and NGOs in the preparation and implementation of national sub-regional and regional action programmes to combat land degradation and desertification;
  - c) support the members in the implementation of the provisions of the Convention, particularly by drawing on the expertise on desertification issues within its networks of Commission experts;
  - d) assist governments and NGOs of countries affected by desertification to better understand existing (and future) financial mechanisms to gain access to support for programmes to combat desertification;

e) coordinate IUCN activities with the Secretariat to the Convention on Desertification.

## **1.75 Armed Conflict and the Environment**

RECALLING Resolution 19.41 of the 19th session of the IUCN General Assembly;

RECOGNIZING the international instruments and provisions which exist to protect the environment in times of armed conflict;

CONCERNED that parties to armed conflict do not sufficiently recognize the value of natural and cultural areas of international importance;

EXPRESSING appreciation to the International Committee of the Red Cross for their many achievements in this field and to UNESCO concerning their work on cultural and natural heritage;

ACKNOWLEDGING with appreciation the cooperative initiative of the International Council of Environmental Law (ICEL) and the Commission on Environmental Law (CEL) in developing the Draft Convention on the Prohibition of Hostile Military Activities in Internationally Protected Areas, which promotes practical measures for the protection of natural and cultural areas of outstanding international significance in times of armed conflict;

NOTING that this Draft Convention requires the UN Security Council to include in their mandate for action under Chapter VII of the UN Charter, or other regional arrangements or agencies under Chapter VIII of the UN Charter, relevant internationally protected areas designated as non-target areas, with authorization for expert missions from the UN or the regional arrangement or agency concerned to monitor compliance;

DEEPLY CONCERNED about the extreme humanitarian, socio-economic and environmental consequences associated with the use of anti-personnel mines, especially in parts of Africa, South East Asia and Europe;

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

CALLS UPON all States to:

- a) consider the development of the above-mentioned Draft Convention on the Prohibition of Hostile Military Activities in Internationally Protected Areas;
- b) respond to the call of the Ottawa Conference (3–5 October 1996, Ottawa, Canada) for the earliest possible development of a legally binding agreement to ban the production, transfer and use of anti-personnel mines;
- c) expedite the removal through the UN system of all mines already planted in these regions.

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

## **1.76 Implementation of the UN Fish Agreement and Other Marine Biodiversity Instruments and Initiatives**

RECALLING Recommendations 18.33, 19.55 and 19.56 of the 18th and 19th Session of the IUCN General Assembly;

NOTING the entry into force in 1994 of the Convention on Biological Diversity and the UN Convention on the Law of the Sea (UNCLOS), and the agreement of the States Parties to the latter on the Council of the Assembly of the International Seabed Authority and on practical arrangements for the establishment of the International Tribunal for the Law of the Sea;

WELCOMING the adoption of the Agreement for the Implementation of the Provisions of the UN Convention on the Law of the Sea of 10 December 1982 relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks (UN Fish Agreement) in August 1995;

RECOGNIZING the importance of bringing the UN Fish Agreement into force as soon as possible and implementing it domestically and in subregional and regional organizations and arrangements;

NOTING that marine fisheries internationally have reached a plateau of a reported 80 to 90 million tonnes of fish and shellfish per year with limited possibilities for increased supplies, except for aquaculture and better conservation and management;

AWARE of the adoption by FAO in 1990 of the Agreement to Provide Compliance with International Conservation and Management Measures by Fishing Vessels on the High Seas, and in 1995 of the voluntary Code of Conduct for Responsible Fisheries;

NOTING the initial work of the Commission on Sustainable Development on the review of Chapter 17 (Protection of the oceans, all kind of seas, including enclosed, and semi-enclosed seas, and coastal areas and the protection, rational use and development of their living resources) of Agenda 21 and the review in 1997 of CSD's work;

NOTING Decision II/10 on Conservation and Sustainable Use of Marine and Coastal Biological Diversity of the Second Meeting of the Parties to the Convention on Biological Diversity, adopted in November 1995, which serves as a sound basis for further action to prevent physical alteration and destruction and degradation of habitats;

RECALLING that Chapter 17 of Agenda 21 called for States to commit themselves to the conservation and sustainable use of marine living resources on the high seas (para. 46) and marine living resources under national jurisdiction (para. 74);

RECALLING the decision of the UN Commission on Sustainable Development at its Fourth Session in 1996 on the Implementation of International Fisheries Instruments;

CONCERNED nonetheless, at the ongoing and serious threats to marine and coastal biological diversity caused by inadequate management and unsustainable fishing practices, which according to FAO has led to most major commercial species being depleted, fully exploited or over-exploited, and is threatening the sustainability of high seas fisheries resources;

EMPHASIZING the continued and crucial need to address the problems of over-capacity and overfishing in the high seas and in areas under national jurisdiction, unsustainable fishing methods and wasteful fisheries practices, in particular discards;

AWARE that in many coastal States, fishing communities traditionally dependent on fishing for food and livelihoods are jeopardized by over-exploitation of fish stocks and damage to ecosystems;

AWARE that 1998 is the Year of the Oceans;

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

1. CALLS ON all States:
  - a) to sign and ratify the UN Agreement Relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks so as to bring it into force and implement its provisions as soon as possible;
  - b) to deposit their instrument of acceptance of the Agreement to Promote Compliance with International Conservation and Management Measures by Fishing Vessels on the High Seas;
  - c) to implement the FAO Code of Conduct for Responsible Fisheries;

- d) to speedily negotiate a global, legally binding instrument for the reduction and/or elimination of emissions and discharges of Persistent Organic Pollutants as a step in controlling land-based sources of marine pollution;
  - e) to review their policies with regard to subsidies and to phase-out, as soon as possible, those which are inappropriate and lead to over-capacity of fishing fleets and over-exploitation of fisheries resources;
2. CALLS ON all States and regional fisheries agencies :
    - a) to apply the precautionary approach as set out in the UN Agreement Relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks;
    - b) to integrate marine and coastal biodiversity concerns into national and regional regulation of fishing activities, using as a basis Decision II/10 of the Second Meeting of the Parties to the Convention on Biological Diversity;
    - c) to strengthen fisheries research, including research into impacts of all kinds of fishing on marine biodiversity and by-catch species;
  3. CALLS UPON States Parties to UNCLOS to pay special attention to the required initiatives and responsibilities attached to the environmentally-related provisions of that Convention;
  4. CALLS ON Parties to the Convention on Biological Diversity to develop and extend their consideration of marine biodiversity in line with the Jakarta Mandate on Conservation and Sustainable Use of Marine and Coastal Biodiversity;
  5. CALLS ON all States and international organizations to review their fishing agreements with other countries, in particular developing countries, in order to ensure that these agreements do not result in negative impacts on local coastal communities and artisanal fishers and on the fisheries resources in areas under the national jurisdiction of host countries;
  6. REQUESTS the Chairs of relevant Commissions and the Director General, within available resources, to develop a programme to use the Year of the Oceans 1998 as a means of raising awareness and promoting action on marine biodiversity and ecologically sustainable use of marine resources;
  7. REQUESTS the Director General, within available resources, to establish technical and legal cooperation with the Secretariats and other organs of the international agreements mentioned above, and to strengthen their efforts for the conservation and sustainable management of marine living resources.

## **1.77 Marine Pollution and MARPOL**

RECALLING Recommendation 19.47 of the 19th Session of the IUCN General Assembly;

CONCERNED at the continuing pollution of the marine environment worldwide, but especially in areas subject to heavy marine traffic;

NOTING the 1990 International Convention on Oil Pollution Preparedness, Response and Cooperation;

NOTING that state sovereignty means that state-owned vessels are exempt from the controls under the 1973 International Convention for the Prevention of Pollution from Ships, as modified by the Protocol of 1978 Relating Thereto (MARPOL 73/78);

NOTING that the country of vessel registration is frequently a matter of legislative convenience rather than geographical authenticity;

AWARE that the spread of toxic dinoflagellates and other organisms, for example the introduction of the Pacific seastar into Tasmania, Australia, has been linked to the discharge of ballast water from ships;

CONCERNED at the threat to marine biodiversity from introduced species;

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

1. URGES all States who have not acceded to or ratified MARPOL and its completed annexes to do so urgently;
2. CALLS UPON all member States of IMO to:
  - a) urgently finalize their work on the development of MARPOL Annex VI on air pollution from ships;
  - b) voluntarily apply to their sovereign immune vessels the provisions of MARPOL and those of other Conventions addressing the protection of the marine environment;
3. STRONGLY URGES IMO to continue to:
  - a) work towards a legally binding framework to control the introduction of unwanted aquatic organisms including water-born diseases and alien marine species from ballast water;
  - b) encourage the development by its Member States of appropriate control technologies to resolve these problems.

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

## **1.78 ASEAN Agreement**

RECALLING with appreciation the signing of the ASEAN Agreement on the Conservation of Nature and Natural Resources by the Foreign Ministers of Brunei Darussalam, Indonesia, Malaysia, Philippines, Singapore and Thailand on 9 July 1985 in Kuala Lumpur;

RECOGNIZING that the provisions of the ASEAN Agreement are firmly founded on accepted norms of modern international environmental law and that the Agreement can be considered to be amongst the most progressive regional conservation treaties of our time;

COMMENDING the Governments of Indonesia, Philippines and Thailand for having expeditiously deposited their instruments of ratification;

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

1. CALLS UPON the Governments of Brunei Darussalam, Malaysia and Singapore to ratify the Agreement as soon as possible and secure its well-deserved entry into force;
2. CALLS UPON the Governments that have ratified the Agreement to improve and enhance the implementation and enforcement of its provisions;
3. REQUESTS IUCN to facilitate, where possible, the process of preparing ratification and if necessary to assist in the implementation of the Agreement.

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

## **1.79 Implementation of Earth Summit Commitments**

RECALLING the 1992 UN Conference on Environment and Development (“the Earth Summit”) in Rio de Janeiro, Brazil, which brought together over 110 Heads of States and Governments, representatives of 178 national governments and thousands of non-governmental organizations;

RECALLING that at the Conference national governments undertook commitments to sustainable development, including Agenda 21, the Rio Declaration on Environment and Development, the Forest Principles and the Conventions on Biological Diversity and Climate Change;

NOTING that these commitments and documents incorporated and reflected many of the concepts and recommendations contained in *Caring for the Earth – A Strategy for Sustainable Living* prepared by IUCN in partnership with UNEP and WWF;

NOTING that over 100 nations have established or designated councils, commissions, and committees to develop national sustainable development or Agenda 21 strategies and to otherwise guide fulfillment of Earth Summit commitments;

RECOGNIZING the important contribution that the UN Commission on Sustainable Development (CSD) has made in the Earth Summit implementation process, particularly on national reporting and the participation of non-governmental organizations and more generally of civil society;

CONCERNED that nonetheless the implementation of Earth Summit commitments by national governments is lagging or inadequate in many countries;

RECALLING Resolution 19.18 adopted at the 19th Session of the IUCN General Assembly, on IUCN policies and actions on sustainable development;

AWARE of UN General Assembly Resolution 47/190 of December 1992 when it decided to convene, not later than 1997, a special session for the purpose of overall review and appraisal of the implementation of Agenda 21;

ALSO AWARE of the invitation to governments as well as relevant regional and sub-regional organizations to consider undertaking reviews of progress achieved since Rio at the national, sub-regional, regional and inter-regional levels with a view to contributing to the preparations for the special session;

FURTHER AWARE of Decision 4/8 of the 4th Session of CSD welcoming and supporting the preparation of country profiles by the UN Secretariat for the 1997 Special Session of the UN General Assembly;

RECOGNIZING the important role played by major groups at the Earth Summit and in the implementation of its recommendations, and recognizing the need for their active involvement in preparations for the special session as well as for appropriate arrangements to ensure their contribution during the session;

RECOGNIZING ALSO that it is often preferable to prepare separate policy papers for each agenda point rather than a single general report;

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

1. CALLS UPON all States:
  - a) to take immediate and concrete actions to accelerate and reinvigorate their efforts to implement their Earth Summit commitments;
  - b) to cooperate fully with the UN Secretariat in the preparation of country profiles for the 1997 Special Session of the UN General Assembly by providing information, prepared with full participation of non-governmental organizations and civil society, on national efforts to fulfill these commitments;
  - c) to support the continuation and strengthening of the CSD, including the creation of a mechanism to facilitate dialogue between governments and non-governmental organizations to seek solutions to specific sustainable development concerns;
2. REQUESTS the Director General, within available resources:
  - a) to provide assistance to national governments in preparing reports on their implementation of Earth Summit commitments, covering the identification of priority actions to be taken as indicators of progress towards sustainable development;

- b) to cooperate fully with non-governmental efforts to assess implementation of Earth Summit commitments five years after Rio;
  - c) in consultation with IUCN members, to participate actively in the preparation for the review of progress on Earth Summit decisions at the Special Session of the UN General Assembly in 1997;
  - d) to prepare, for the consideration of the CSD at its 5th Session, in a form easily usable by delegates and hence likely to have a direct impact on discussions, policy papers containing an overall assessment of the progress achieved since Rio by the IUCN Programme in the implementation of Agenda 21 (especially Chapter 8) at all levels;
  - e) to include in these policy papers recommendations for future actions and priorities, including recommendations on the future role of IUCN and the contribution it can make in the follow up to the special session building on experience gained from 1992;
3. URGES the Director General to communicate to the UN Secretary General the importance of implementing Agenda 21, Chapter 27: “Strengthening the Role of Non-Governmental Organizations: Partners for Sustainable Development”, particularly paragraphs 27.8 and 27.9, in regard to their participation in the 1997 Special Session of the UN General Assembly, and Chapter 24 on empowering women.

*Note: This Recommendation was adopted by consensus. The delegation of the State member United States indicated that had there been a vote the delegation would have abstained and noted that the efforts to facilitate dialogue referred to in Operative Paragraph 1(c) are already in progress.*

## **1.80 Relations with the United Nations System**

RECOGNIZING that the United Nations and its specialized agencies and programmes are increasingly important to the Mission of IUCN;

NOTING that the Headquarters of IUCN in Gland is situated close to the Headquarters in Geneva of the United Nations, of many specialized agencies and of the World Trade Organization;

AWARE that IUCN has partnership agreements with UNDP, UNEP and the World Bank, and IUCN Regional Offices have begun to cooperate with these organizations;

RECOGNIZING the value of continued cooperation with UNESCO and in particular with the World Heritage Centre;

RECOGNIZING that the Secretariat of the UN Commission for Sustainable Development is located at the UN Headquarters in New York, where IUCN has been represented by members or part-time staff, and by the IUCN Office in Washington, DC, which has an important role to play in coordinating IUCN's representation at UN Headquarters;

EMPHASIZING that the effective implementation of IUCN's Mission requires closer work with the many organs of the UN, including its specialized agencies and programmes, and with other related international organizations;

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

REQUESTS the Council to undertake a comprehensive review of IUCN's relations with the United Nations, its specialized agencies and other international organizations, and to report to the next World Conservation Congress.

## 1.81 Productive Relationships between IUCN and the Private Sector

RECOGNIZING that for the Union to be successful in its Mission it must expand its efforts to develop productive relationships with the full range of organizations and interests whose actions affect the integrity and diversity of nature;

AWARE that private sector organizations carry out activities and make decisions that have a major impact on the use of the world's natural resources and are responsible for most of the fixed capital investment affecting environmental protection and sustainable development;

REAFFIRMING that, as stated in *Caring for the Earth*, the lower income countries should develop their industry so as to escape from acute poverty and achieve sustainability, but this development should not be of the kind that blights the environment and imposes heavy social costs in many areas of the high income countries;

NOTING that in some countries the private sector is an active partner in the preparation of strategies for biodiversity conservation and sustainable development;

RECOGNIZING that there are a number of key international business organizations which represent major economic sectors of importance to sustainable development, such as travel/tourism, banking and natural resource extraction;

RECOGNIZING also that the goal of sustainable development will therefore not be achieved without the active and constructive involvement of the business community and an increased dialogue between the business community, governments and government agencies, and the environmental movement;

NOTING that new technology will be needed to achieve new industrial growth which does not bring environmental disaster, and that a major part of the research and investment for this will have to come from the business community;

NOTING further that various parts of IUCN, including Commissions, have engaged in programmatic and funding partnerships with private sector organizations;

RECOGNIZING that the Director General is pursuing specific initiatives with the World Business Council on Sustainable Development and other business associations for the environment, including preparation of a business guide to the Convention on Biological Diversity;

NOTING that the Keidanren Nature Conservation Foundation, a Japanese business-related organization, whose main purpose is in line with IUCN's objectives, has been accepted for membership in the Union as a non-governmental organization;

NOTING that the topic of business and sustainable development was the focus of a special high-level panel discussion at the present World Conservation Congress and was addressed in workshops;

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

1. URGES IUCN members and the Director General, within available resources and based on the need to influence private sector policies in support of the Mission of IUCN, to expand dialogue and productive relationships and to find new ways to interact with members of the business community;
2. REQUESTS all Commissions to review their programmes with a view to strengthening their efforts to persuade the private sector to support their mandates;
3. REQUESTS the Council:
  - a) to establish a Task Force on IUCN-Private Sector Relationships, including representatives of the private sector, to advise Council on ways to advance the Mission of the Union through more effective productive relationships between the components of IUCN and the private sector;
  - b) to invite the Task Force to consider, *inter alia*, the possibility of organizing an international conference on IUCN and the private sector, and on establishing productive relationships between IUCN and key international business organizations;
  - c) to report to the 2nd Session of the World Conservation Congress on the implementation of the recommendations of the above Task Force.

## **1.82 Private Sector Financial Operations**

RECOGNIZING that in the last five years private investment flows to developing countries have grown to such an extent that they now amount to three times the flow of official development assistance;

NOTING the important role of bilateral export credit and investment insurance agencies in catalyzing private direct investment in developing nations;

RECALLING the recommendation of Agenda 21 that “business and industry, including transnational corporations, should be encouraged to establish worldwide corporate policies on sustainable development” and should “encourage overseas affiliates to modify procedures in order to reflect local ecological conditions and share experiences with local authorities, national governments and international organizations” (¶30.22);

NOTING the growing role of multilateral agencies such as the World Bank and other multilateral development banks in financing, insuring and guaranteeing private investment and in setting sustainable development criteria for supporting such investment;

CONCERNED that the growing worldwide financing of private sector investment by bilateral export credit and investment insurance agencies follows no commonly agreed environmental and social standards;

NOTING that the environmental guidelines of the International Finance Corporation of the World Bank already serve as minimum sustainable development standards for some bilateral export credit and investment insurance agencies such as the US Overseas Private Investment Corporation;

FURTHER NOTING that the role of business in sustainable development is being addressed throughout the present World Conservation Congress and is the subject of a high-level panel discussion;

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

1. REQUESTS the Director General to study and report to Council on the opportunities for IUCN member programmes to promote sustainable development through the potential of private sector finance, including portfolio equity investment, private sector lending, and private direct investment;
2. URGES the Union to interact with the private sector in order to influence how it assesses environmental damage and risk;
3. URGES bilateral export credit and investment insurance agencies to coordinate through international fora, such as the Organisation for Economic Cooperation and Development (OECD) and the Bern Union (The International Crediting and Investment Association), the elaboration and implementation of common environmental and sustainable development investment criteria that take account of and build upon the environmental guidelines of the International Finance Corporation of the World Bank as a minimum baseline;
4. URGES IUCN members to promote the actions called for in the previous paragraph.

## 1.83 Forest Ecosystems of Africa

CONSIDERING the economic, ecological, social and cultural importance of the forest ecosystems of Africa, as well as their extent and their great biological diversity;

CONSIDERING the vital role played by forest ecosystems in the life of rural populations, who form the majority of inhabitants in the region;

CONSIDERING that the forest ecosystems of Africa constitute the second largest area of forest in the world;

CONSIDERING that by their importance these ecosystems constitute a heritage for all humankind;

CONSIDERING the pressures of demography, poverty, debt and timber extraction on those ecosystems, and their effects through degradation and destruction of the environment;

CONSIDERING that the sustainable use of natural resources is dependent on prevailing ecological, social, political and economic conditions;

RECOGNIZING the institutional shortcomings of and the need for technical and financial support to most of the States concerned;

EMPHASIZING the growing role of NGOs and the private sector in the management of forest resources;

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

1. URGES the Governments of African countries to continue giving the highest importance in their development programmes to the conservation and sustainable management of forest resources, in particular the sustainable utilization of forest products, including the implementation of voluntary, independent timber certification policies adapted to the situation in the region;
2. STRONGLY ENCOURAGES NGO members of IUCN, civil society and the private sector to contribute to the conservation and sustainable management of all the forests of Africa;
3. REQUESTS the Director General of IUCN, within available resources, to continue the efforts made since 1995 in Africa, and in particular to ensure a substantial, appropriate follow-up to the recommendations of the Conference on the Tropical Rainforest Ecosystems of Africa.

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

## 1.84 Superquarries in Europe

RECOGNIZING the exceptional biological, landscape and cultural assets of East and West Europe, including the mountains, coasts and seas;

AWARE of the richness in species, scenic beauty, historical interest and recreational quality of landscapes throughout this region and their importance in maintaining biodiversity and culture;

NOTING the rise in consumption of aggregates, the internationalization of trade in this resource and the trend towards the development of exporting superquarries in coastal and upland regions (superquarries are defined as producing over five million tons of aggregate per annum);

AWARE of the threat of often irretrievable damage that large-scale quarrying and the shipping of aggregates poses to natural and cultural assets, including marine environments and resources;

CONCURRING with Chapter 10 of Agenda 21 that land-use planning can greatly facilitate biodiversity and landscape conservation and sustainable development;

CONCERNED at the absence of an overall framework for managing the demand and planning the supply of aggregates;

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

1. REQUESTS the Director General, within available resources, to assist the working group on superquarries in Europe set up at the initiative of the IUCN UK Committee, and to integrate it within the IUCN European Programme, noting that the aims of the working group are:
  - a) to collate data on aggregate demand, the potential for movement of aggregates within and between States and the technical feasibility of meeting this demand from superquarries;
  - b) relating this information to the potential impact on biological, landscape and cultural assets;
  - c) formulating recommendations to minimize the impacts;
2. CALLS UPON the European Union and all IUCN members in Europe to aid and support this process, within the context of an overall improvement in European transport policy;
3. REQUESTS the Director General, within available resources, to:
  - a) create an IUCN transport group and network of European members, coordinated by the IUCN European Programme;
  - b) prepare an IUCN Policy Paper on “wise use of free natural resource commodities and their trade with significance for the transport industry”, and present it to the Commission of the European Communities at an Intergroup Meeting of the European Parliament in Strasbourg;
  - c) investigate, with the Chair of the Species Survival Commission, the possible inclusion of this work in the Sustainable Use Initiative (SUI) Europe process.

## 1.85 Conservation of Plants in Europe

KNOWING that plants are essential to human and animal life, form the fabric of our landscapes and contribute greatly to the quality of human life;

CONCERNED that over 2,500 higher plant species in Europe have become dangerously rare or are under threat of extinction;

AWARE that the Ministère de l'Environnement, France, and Plantlife, UK, with the support of the Council of Europe, IUCN and many IUCN members, organized Planta Europa, the first conference on wild plant conservation in Europe, held at Hyères, France, 2–8 September 1995;

AWARE of the decision by participants at the Planta Europa conference that a new network for plant conservation was needed and that a further meeting in June 1996 agreed an interim constitution and ground rules for its operation;

RECALLING the importance of legal provisions for the conservation of plants, especially those in the Convention on Biological Diversity and in two major European agreements:

- a) The Bern Convention on the Conservation of Wildlife and Natural Habitats in Europe (Council of Europe, 1979); and,
- b) The Directive on Conservation of Wild Fauna, Flora and Habitats (European Community, 1992) which will lead to the establishment of the Natura 2000 network of Special Areas for Conservation (SACs) in the Member States of the European Union;

WELCOMING the initiative of the Council of Europe to undertake a comparative evaluation of national legislation on the protection of plants, as called for by Planta Europa;

AWARE of the European Union's important CORINE biotopes project, now being extended to Central and Eastern Europe;

RECALLING that "Parks for Life", the IUCN Action Plan for Protected Areas in Europe, includes as one of its 30 Priority Projects the identification of Important Plant Areas in Europe, and the important work of the World Commission on Protected Areas in other parts of Europe;

NOTING that the interim constitution of Planta Europa specifically highlights cooperation with IUCN;

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

1. URGES all IUCN members in Europe:
  - a) to make renewed and expanded efforts to prevent rare plants from becoming extinct and common plants from becoming rare;
  - b) to devote more attention to the conservation of lower plants, including mosses, liverworts, lichens, fungi and algae;
2. WELCOMES the creation of Planta Europa as a vital network of institutions, governmental and non-governmental, with the goal of conserving the wild plants of Europe, both higher and lower, and their habitats;
3. CALLS upon all appropriate organizations to support the new network and contribute to its activities;
4. SUPPORTS Planta Europa's chosen approach of capacity-building through the implementation of agreed, high-priority tasks by its membership;
5. FURTHER SUPPORTS Planta Europa's call for the use of integrated approaches, involving both *in situ* and *ex situ* techniques, in the conservation of rare plant species, with the emphasis on the viability and vitality of wild populations;
6. ENDORSES in particular the Important Plant Areas project, to be coordinated by Plantlife on behalf of IUCN and Planta Europa;

7. ENDORSES the call from Planta Europa to develop an appropriate scientific base for the study of wild plants and in particular to give new impetus and recognition to plant taxonomy, which is vital for conservation of biodiversity;
8. REQUESTS the Director General, within available resources, to provide support from the IUCN Secretariat for the development of Planta Europa and in particular to:
  - a) facilitate a meeting between the IUCN Species Survival Commission (with its European Plant Specialist Group), the IUCN European Programme, the Planta Europa Executive Group, the World Conservation Monitoring Centre, the Group of Experts on Plant Conservation (Bern Convention, Council of Europe) and the European Topic Centre for Nature Conservation to explore further means of collaboration;
  - b) promote a reciprocal exchange of relevant information;
  - c) help facilitate the raising of funds, especially for the Important Plant Areas project;
  - d) continue to coordinate IUCN's own plant conservation activities with the work of Planta Europa.

## 1.86 European Agriculture

RECOGNIZING that agriculture is the dominant land use across Europe and in many other parts of the world and, as such, is fundamental to the conservation of biodiversity and landscapes, including associated cultural and heritage values;

NOTING that many rare, declining or threatened species, valued landscapes and historic features are associated with the remaining extensive agricultural systems; that in Europe a high proportion of these systems are found in Central and Eastern states; and that many of these are at risk from the rapid intensification and specialization of agricultural practice;

RECOGNIZING that rapid change in agriculture continues to be stimulated by technological and economic forces, and reinforced by agricultural support policies such as the Common Agricultural Policy (CAP) of the European Union (EU);

BELIEVING that there are opportunities at international and European level to direct agricultural policy towards greater integration of environmental and food production aims, for example international trade agreements such as the General Agreement on Tariffs and Trade could represent an opportunity to decrease any subsidies which could be environmentally damaging;

RECOGNIZING that over 150 States worldwide are signatories to the Convention on Biological Diversity, and to the principles signed at Rio in 1992 on sustainable development; and that EU Member States are bound by the Directives on the Conservation of Wild Birds (79/409/EEC) and on the Conservation of Natural Habitats of Wild Fauna and Flora (92/43/EEC) – the Habitats Directive;

RECALLING the technical conference held in Maastricht, the Netherlands, November 1993, and the Pan-European Environment Ministers Conference held in Sofia, Bulgaria, October 1995, at which governments in Europe declared themselves in support of closer integration between agriculture and environmental policy within the framework of the Pan-European Biological and Landscape Diversity Strategy;

RECALLING also that the IUCN report, *Parks for Life: Action for Protected Areas in Europe*, calls for a more complete “greening” of the CAP, for combining agricultural production restraint measures with stronger safeguards for protected areas and for supporting Central and Eastern Europe in avoiding the environmental mistakes associated with agricultural policy in Western Europe;

NOTING that IUCN members, meeting in Bristol, UK, July 1995, have called for a Pan-European approach and identified land use, including agriculture, as a major priority in the IUCN programme in Europe;

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

1. CALLS upon the European Commission and all EU Member States to:
  - a) integrate environmental objectives into European agricultural policy, in line with Article 130r of the Treaty of the European Union;
  - b) assess potential strategies for EU enlargement and CAP reform for their likely environmental impacts, and to take these into account;
  - c) ensure that EU assistance programmes such as PHARE have specific environmental objectives and are used to fund a pre-accession programme of pilot agri-environment projects (based on EC 2078/92);
  - d) promote best agri-environment practice;
  - e) ensure that incentives for positive environmental management available to farmers in the EU under the Agri-Environment Regulation (EC 2078/92) are:
    - i) based on clear environmental objectives, targets and appropriate prescriptions;
    - ii) developed and targeted at priority species, habitats, and landscape types;
    - iii) supported by a greater on arensncial commitment within the existing on arancial framework;
    - iv) available in specially designated areas, but complemented by measures which reflect the conservation needs of the wider countryside;

- v) supported by adequate advice and training;
- vi) closely integrated with, and complementary to, other agricultural and land-use policies;
- vii) comprehensively monitored and evaluated for their impact on biodiversity, heritage features and landscape character;
- viii) promoted outside Europe to countries where they could be usually applied;

2. ALSO CALLS on the European Commission and EU Member States as appropriate to:

- a) press for international trade agreements to be based on the principles of sustainable development and take account of international environment agreements, in particular the Convention on Biological Diversity;
- b) assess the environmental impacts outside the EU of internal agricultural policies, and of the “export” of agricultural technology by EU countries, and consider measures to combat any damaging consequences;

3. REQUESTS the Director General, within available resources:

- a) to ensure the IUCN programme in Central and Eastern Europe continues to support those governments engaged in privatization and farm restructuring, so as to identify and safeguard the most important areas for nature conservation, and historic and landscape character; and to cooperate with European IUCN members in monitoring the environmental impacts of changed agricultural practice in Central and Eastern European States following their expected or actual accession to the EU;
- b) to convene in the framework of implementing the Pan-European Biological and Landscape Diversity Strategy a major workshop at the proposed Pan-European Forum to focus particularly on the impact of agriculture on the natural and semi-natural habitats of Central and Eastern Europe.

## 1.87 Spanish Network of National Parks

RECOGNIZING that in 1916 Spain incorporated into its legal framework the national parks policy initiated during the last third of the 19th Century in some other countries, protecting some of its most outstanding natural assets;

CONSIDERING that, since that time, there have been innumerable changes and a long process marked by the existence of four national laws serving as successive frameworks for Spain's National Parks policy;

CONSIDERING that Act No. 4/89 of 27 March 1989 on the conservation of natural areas and wild flora and fauna set up the current State National Parks Network, which includes the national parks existing at this moment;

VIEWING as highly positive the fact that Spain currently has a consolidated network whose management is guided essentially by the main aim of the National Parks, namely the conservation of their natural and cultural values;

CONSIDERING that in this way Spain's National Parks satisfactorily meet the most demanding international criteria in regard to the protection and management of such areas;

TAKING INTO ACCOUNT that under Category II of the IUCN Protected Area Management Categories approved at the IVth World Congress on National Parks and Protected Areas (Caracas, Venezuela, 1992), national parks are to be designated areas for the protection of the ecological integrity of one or more ecosystems for present and future generations;

CONSIDERING that in addition Spain's National Parks are recognized by various international bodies (World Heritage, UNESCO-MAB (Man and the Biosphere), the European Diploma, etc.) and that they amply comply with the criteria laid down for Category II of the IUCN Protected Area Management Categories, which is a guarantee of their assets and state of conservation;

CONSIDERING that an appeal was made at this Congress and in the Caracas Declaration for the development of mechanisms for involving all sectors of society, and especially long-settled local populations, actively in the planning, establishment and management of protected areas;

CONSIDERING that the important process of decentralization undertaken by Spain in the last two decades has been bringing closer to the citizens many processes of decision-making in the legislative and administrative fields and that this is a process which has not been completed and which also includes the management of natural resources and, specifically, that of protected natural areas including the National Parks;

EXPRESSING APPRECIATION at the important work of the Autonomous Communities for the conservation and management of natural resources;

AGREEING on the need to express the sincere hope that the Spanish State Network of National Parks will continue in the future to retain the high natural value which characterizes it and that its management will continue to take account of ecological interests and protection of the biological diversity of its components' natural systems beyond any other type of more immediate interest which may negatively interfere with the former;

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

1. RECOMMENDS that the management of the national parks of Spain be carried out jointly by the National Government and the Regional Governments, taking into account the general interests of the nation and those of the local populations and authorities;
2. REQUESTS the Director General to draw to the attention of the responsible authorities in Spain, and to other IUCN members in Spain, the desirability of ensuring that any legal reforms promote:
  - a) a sound, coherent and high quality network of national parks in Spain as Category II protected areas;
  - b) adherence to the management objectives and standards recommended for Category II protected areas in IUCN's *Guidelines for Protected Area Management Categories*, so as to ensure their long-term survival.

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

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

AWARE that the Corso-Liguro-Provençal Basin is a characteristic habitat for a number of threatened species, including various species of cetaceans;

RECOGNIZING that cetaceans are an integral part of the marine ecosystem which must be preserved for present and future generations and that their conservation is a common concern;

FURTHER AWARE that conservation of cetaceans may be negatively affected by factors such as the degradation or disturbance of their habitats, pollution, diminution of food resources, use and discarding of unselective fishing equipment and both deliberate and accidental take;

CONSCIOUS of the fact that, where the threat of a considerable reduction or loss of biological diversity exists, the absence of absolute scientific certainty must not be adduced as a reason to defer measures to prevent the danger or mitigate the effects;

ALSO RECOGNIZING the importance of global and regional instruments for the conservation of cetaceans signed by the States concerned, such as the International Convention on the Regulation of Whaling (1946), the UN Convention on the Law of the Sea (1982) and the Convention on Biological Diversity (1992), and of international programmes such as the UNEP Global Plan of Action for the Conservation, Management and Utilisation of Marine Mammals (1984);

RECALLING the aims of the Habitat Directive (Dir. 92/43/EC) of the European Community, which seeks to maintain biodiversity through the conservation of natural habitats and of wild fauna and flora in Europe;

FURTHER RECALLING the Convention on the Conservation of European Wildlife and Natural Habitats (Bern, 1979), and in particular the Amendment of 27 April 1996 including *Balaenoptera physalus* in the list of strictly protected species of fauna (Annex II to the Convention);

CONSIDERING the introduction of the aim of sustainable development in the Agreement for the Implementation of the Provisions of the UN Convention on the Law of the Sea of 10 December 1982 Relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks (1995) and its consequences for the management of fish stocks, including on the high seas;

RECALLING that the Action Plan for the Mediterranean was adopted at Barcelona in 1975 by the Governments of the Mediterranean States and the European Union to monitor and protect the marine environment of the Mediterranean and to ensure integrated planning of the development and management of the Basin's resources on the basis of multilateral cooperation under UNEP auspices;

CONSIDERING also that the Convention on the Conservation of Migratory Species of Wild Animals (CMS) and in particular the draft Agreement on the Conservation of Cetaceans in the Black Sea, the Mediterranean (and the adjacent area of the Atlantic), 1995;

FURTHER CONSIDERING the Convention for the Protection of the Mediterranean Sea Against Pollution (Barcelona, 1976) and the Plan of Action for the Conservation of Cetaceans in the Mediterranean Sea adopted under its auspices in 1991;

WELCOMING the adoption on 10 June 1995 of the Protocol concerning Specially Protected Areas and Biological Diversity in the Mediterranean by the Conference of Plenipotentiaries on the Convention for the Protection of the Mediterranean Sea Against Pollution and the Protocols thereto;

REALIZING that non-governmental organizations have begun to cooperate within this new legal framework to define and manage specially protected areas;

TAKING NOTE of the Joint Franco-Italo-Monegasque Declaration on the establishment of a Mediterranean Sanctuary for Marine Mammals, signed at Brussels in 1993;

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

1. CALLS UPON the State Parties concerned to ratify as soon as possible the Protocol on specially protected areas and biological diversity in the Mediterranean;

2. URGES the Governments of France, Italy and Monaco, as signatories of the Joint Declaration of Brussels, to propose the inclusion of the Corso-Liguro-Provençal Basin in the list of Specially Protected Areas of Mediterranean Interest (ASPIM) provided for under this Protocol;
3. REQUESTS the above Governments, the European Union and all States operating in the area, to make arrangements for the integrated management of ASPIM in order to guarantee the protection of all marine mammals present in the area either permanently, temporarily or accidentally, as well as their habitats, from direct or indirect negative impacts.

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

## **1.89 Funicular Railway in the Cairngorms Mountains, Scotland, UK**

NOTING the detrimental impact on the heritage quality of many European mountain areas from inappropriate downhill skiing developments and associated tourism facilities;

NOTING that these issues are part of the considerations of the European Intergovernmental Consultation on Sustainable Mountain Development;

WELCOMING the support of the UK and Italian Governments in hosting the two sessions of the European Consultation, in Aviemore, Scotland, in April 1996 and Trento, Italy, in October 1996;

RECOGNIZING that the Aviemore session took place at the foot of the Cairngorms Mountains, an area of outstanding wildlife, scenic and recreational values;

RECOGNIZING that the UK Government is considering the possible nomination of the Cairngorms for World Heritage listing as a site of natural importance under the terms of the World Heritage Convention;

RECOGNIZING the significance of the area for special protection measures under European Community Birds (79/409) and Habitats (92/43) Directives;

RECALLING the long-standing concern of IUCN about the Cairngorms, as reflected in Resolution 15/29 of the 15th Session of the IUCN General Assembly, which called on the UK Government to “take all practical steps to secure for the Cairngorms Mountains protection appropriate to their international significance”;

RECALLING the efforts of the UK Government to improve cooperation amongst all interests in the area through the establishment in 1995 of the Cairngorms Partnership Board;

CONCERNED about proposals for the construction of a funicular railway on the northern slopes of the Cairngorms, as a facility for skiers and tourists;

CONCERNED about the widespread controversy this proposal has generated, including opposition from organizations concerned with environmental protection, public enjoyment of the countryside and the use of public funds in support of development objectives;

AWARE that studies in the northern Cairngorms have shown that alternative development options are able to provide equal economic benefit with substantially less environmental impact;

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

1. NOTES the continuing controversy over the proposal to construct a funicular railway in the northern Cairngorms;
2. CALLS upon the European Commission to acknowledge the controversy over certain development projects in the mountain areas of the European Union and to indicate that funding support for projects will be provided only if the highest environmental and planning standards are met;
3. CALLS upon the UK Government to evaluate the full range of development options, to agree a solution which satisfies all the main environmental considerations, which, in terms of public funding, represents good value for money and is financially viable, and which is capable of gaining widespread public support;
4. REQUESTS the Director General, within available resources, to continue to monitor this development and to make representations to the UK Government and other organizations as appropriate.

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

## 1.90 National Reconciliation Forest of El Salvador

RECOGNIZING that for twelve years El Salvador was in a state of war, which degraded natural resources and in the course of which over 80,000 persons died;

CONSIDERING that four years after the signing of the peace agreements, there is still a need in El Salvador to reconcile the different social sectors with each other and with their environment;

CONSIDERING that the conclusion of the peace agreements have a profound historic significance for society in El Salvador, in Central America and in the world;

CONSIDERING that the people of El Salvador are very enterprising and are now struggling to achieve balanced viable and sustainable development;

CONCERNED that El Salvador is one of the most deforested countries in the world;

WELCOMING the fact that the Centre of Education and Rural Development (CEDRO), an IUCN member in El Salvador, is playing a leading role in promoting and implementing the National Reconciliation Forest, in consultation with various sectors of Salvadorean civil society;

WELCOMING the decision by the IUCN Meso-American Committee, meeting in Belize on 22 November 1994, to pass a resolution supporting this initiative;

AGREEING with the urgent need recognized in *Caring for the Earth* (Chapter 13) to prepare and put into practice strategies and plans for the sustainable use of agricultural lands and protected areas;

ALSO AGREEING with Agenda 21 (Chapter 10) that land-use planning can greatly facilitate the conservation and sustainable development of landscapes;

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

1. CALLS UPON IUCN members and the World Commission on Protected Areas (WCPA), in accordance with the protected area management categories:
  - a) to support the initiative of the National Reconciliation Forest in the area of the Guazapa volcano, as a contribution to improving the environment and social cohesion in El Salvador;
  - b) to follow up the experience gained in the National Reconciliation Forest as a model approach to environmental rehabilitation for the purposes of nature conservation and human development in countries which have suffered the effects of war and civil conflict;
  - c) to provide technical support to the National Reconciliation Forest and similar projects from the appropriate components of IUCN;
2. REQUESTS the Director General, the Secretariat and technical programmes, within available resources, to support the Regional Office for Meso-America (ORMA) in obtaining financial support for the project.

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

## 1.91 Sustainable Forest Resource Use Policy in Suriname

RECALLING that primary tropical rainforest is rapidly disappearing around the world, with more than 60 per cent already gone with serious consequences for biodiversity conservation and climate stabilization;

RECALLING that large-scale unsustainable harvesting of such resources globally is on the increase;

RECOGNIZING that 90 per cent of Suriname is still covered with primary tropical rainforest, the highest percent rainforest cover on Earth;

CONSIDERING the enormous economic potential of such resources if used sustainably as demonstrated by a recent World Bank analysis of the wealth of nations based on natural resources that put Suriname in the top 20 countries on Earth;

RECOGNIZING that Suriname, under economic hardship, has resisted offers to sell off large tracts of its primary forest estate to forest resource extraction companies for over three years, and is currently giving very careful consideration to the full range of alternatives to non-renewable exploitation;

RECOGNIZING that the forest-covered interior of Suriname is home to two very important indigenous peoples, the Maroon communities of African origin and the native Amerindians, whose survival would be compromised by unsustainable forest practices;

NOTING that many alternative, truly sustainable uses of tropical rainforests are being identified and put into practice (for example, ecotourism and non-timber forest products) in a number of tropical countries;

NOTING that the Suriname Government has also very clearly heard the concerns of its indigenous peoples and responded to them;

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

1. STRONGLY commends the Government of Suriname for its leadership and enlightened positions on the future of one of the world's last primary forests;
2. REQUESTS the Director General, Commissions and members of IUCN, within available resources, to:
  - a) offer technical assistance;
  - b) strongly encourage bilateral and multilateral donors (as exemplified by the existing involvement of the Inter-American Development Bank) and international foundations and conservation organizations to assist Suriname in being one of the first tropical forest countries to take an enlightened approach to truly sustainable use of tropical forest resources and biological wealth.

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

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

## 1.92 Conservation of the Galapagos Islands

CONSIDERING that because of their unique natural resources the Galapagos Islands are an important natural heritage for Ecuador and all humanity, recognized by their inscription on the World Heritage List;

CONSIDERING that terrestrial and marine natural resources of the Galapagos Islands deserve every necessary effort to ensure their protection and conservation for the benefit of future generations;

CONSIDERING that the management approach used by the Republic of Ecuador for the Galapagos Islands has served as a model for various protected habitats around the world;

CONSIDERING that it is important to acknowledge the efforts made by the Republic of Ecuador to ensure conservation of the archipelago;

CONSIDERING that the species introduced into the Galapagos Islands have had an irreversible impact on much of the area's valuable ecosystems, and it is of the utmost importance to make every necessary effort to control and eradicate these species;

CONSIDERING that in recent years the Galapagos Islands have been affected by the exploitation of its resources, impacting some of the major and in particular marine ecosystems, which should be managed in accordance with an appropriate Management Plan;

RECALLING that the Galapagos National Park has a Management Plan, which was revised and approved in 1996, and that its implementation is a priority;

CONSIDERING that the growth in human population and tourism as well as the introduction of alien species require that the policies for minimizing the negative impact on ecosystems be strengthened;

CONSIDERING that it is important to encourage and support the Government of Ecuador in strengthening management capacity to ensure the conservation of terrestrial and marine ecosystems;

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

1. CALLS UPON the Government of Ecuador to implement policies and actions that will lead to limiting the growth in human population, to minimizing the introduction of further alien species to the islands, to controlling tourist activity and to ensuring implementation of the Management Plan for the Marine Resources Reserve;
2. RECOMMENDS that the Government of Ecuador take all the necessary action that will lead to the control and elimination of the alien species present on the archipelago;
3. RECOMMENDS that international agencies give the highest priority to supporting the Republic of Ecuador to strengthen those actions that will help implement the protection and conservation policies necessary for the Galapagos Islands;
4. RECOMMENDS that the Government of Ecuador assign the highest political, technical and financial priority to implementation of the Management Plan for the Galapagos National Park.

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

## **1.93 Meso-America Biological Corridor**

NOTING that the technical and strategic plans for the Meso-American Biological Corridor were submitted in September 1996 to the Central American Environmental and Development Commission;

RECOGNIZING the vital importance of the Meso-American Biological Corridor Programme for demonstrating the viability of the sustainable development model at the local, regional and national level;

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

REQUESTS recognition and support for the alliance of Central American countries to promote a sustainable development strategy whose fundamental objective is a better balance of political, economic, social and environmental priorities; and especially for the Meso-American Biological Corridor Programme which aims to conserve and manage, in a sustainable manner, the regional system of protected areas, while developing actions at the local, regional and national level through the participation of distinct sectors of Central American civil society.

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

## **1.94 Conservation of Clayoquot Sound Temperate Rainforest**

RECOGNIZING the natural beauty, biological diversity and ecological significance of the ancient temperate rainforest which has never covered more than 0.2 per cent of the world's land surface;

ALSO RECOGNIZING that the world has lost over half its original extent of temperate rainforests;

NOTING that a Scientific Panel of Experts established by the Government of British Columbia, Canada, has stated that Earth's ancient temperate rainforest finds its greatest expression in Clayoquot Sound;

FURTHER NOTING that Clayoquot Sound, one of the world's largest remaining tracts of primary low-elevation coastal temperate rainforest, supports wild salmon, vulnerable species such as marbled murrelets and giant cedar trees over 1,000 years old;

RECALLING that the Government of British Columbia has promised to pursue vigorously an International Biosphere Reserve designation for Clayoquot Sound;

ALSO RECALLING that the Central Region Tribes of the Nuu-chah-nulth Tribal Council (the First Nations living in Clayoquot Sound), in a pre-treaty agreement with the Government of British Columbia, have expressed an interest in preserving and protecting their traditional territories and waters for generations which will follow, including applying the concept of Tribal Parks to certain selected areas in Clayoquot Sound;

RECOGNIZING that the people living in Clayoquot Sound, through their local Central Region Board, have expressed interest in pursuing Biosphere Reserve designation for Clayoquot Sound;

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

1. CALLS ON all IUCN members to support designation of Clayoquot Sound as an international Biosphere Reserve;
2. AGREES that the process for planning this reserve should involve the cooperative efforts of the Governments of Canada, British Columbia, and the Central Region Tribes of the Nuu-chah-nulth Tribal Council, and other stakeholders including Central Regional Board, labour, communities and non-governmental environmental organizations;
3. URGES that the planning process consider the importance of increased protection of pristine areas as core areas for protecting biodiversity and create new opportunities for sustainable community development.

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

## 1.95 Temagami Forests of Northeastern Ontario

CONSIDERING that the protection of the pristine forest watersheds and the old-growth pine forests of the Temagami region of northeastern Ontario has been a persistent national and international concern for more than a decade;

NOTING that in 1988 IUCN listed the core protected area of the Temagami region, Lady Evelyn-Smoothwater Provincial Park, as a Threatened Protected Area because road-building and logging put the long-term protection of the park at risk; and that the IUCN Commission on National Parks and Protected Areas (CNPPA) recommended in 1988 that a Temagami area council be established to develop a consensus on management of the region;

AWARE that in 1991 the Province of Ontario invited the major stakeholders in the region to form the Temagami Comprehensive Planning Council to develop a consensus on the long term sustainable use of resources in the region; that the Council submitted its recommendations to the Province in April 1996; and that key recommendations were not accepted by the Province, but that it adopted a strategy that protects less of the forest area adjacent to Lady Evelyn-Smoothwater Park;

NOTING that the recommendations of the Council to protect half of the old-growth pine forests in the Temagami region were accepted by the Province; but that the recommendations to protect the pristine headwater forests of key rivers and lakes north and east of Lady Evelyn-Smoothwater Park were not accepted;

RECALLING that Canada is a signatory to the Convention on Biological Diversity, in which *in situ* conservation of ecosystems and natural habitats is a basic obligation; and that Ontario was a signatory to the Canadian Biodiversity Strategy in 1996, and has committed itself to ecological land-use planning which incorporates protected areas, roadless wilderness and old-growth forests as key values;

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

1. REITERATES IUCN CNPPA's 1988 conclusion that it does not appear to be in the long-term public interest to extend the life of a local forest industry through the elimination of biologically valuable old-growth forests; and that the consensus recommendations of local residents and stakeholders should form the basis of sustainable use of the region's resources;
2. CALLS ON the Province of Ontario to adopt the recommendations of the local Planning Council to protect the headwater forests of key rivers and lakes north and east of Lady Evelyn-Smoothwater Park;
3. CALLS ON IUCN members and the Director General to urge the Province of Ontario to adopt a provincial protected areas strategy that protects its best remaining natural areas and the roadless wilderness and old-growth ecosystems that they contain.

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

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

RECOGNIZING that the internationally renowned Banff National Park in Canada is the oldest National Park in the nation and the second oldest in the world;

AWARE that Banff National Park protects a critical part of the largely intact mountain ecosystem, including habitat for vulnerable wildlife species such as grizzly bears and other large carnivores;

AWARE that Banff National Park is an integral part of the Rocky Mountain World Heritage Site that also encompasses Yoho, Kootenay and Jasper National Parks, and Mt Robson, Mt Assiniboine and Hamber Provincial Parks;

NOTING that public concern about escalating development in Banff National Park, particularly in the Bow Valley corridor, and the encroachment of this development on wildlife habitat and its potential impacts on the ecological integrity of the World Heritage Site, led to the establishment of the Banff Bow Valley Study and its Task Force to recommend ways to protect and restore the ecological integrity of the park;

PLEASED that the Banff Bow Valley Study recommends a comprehensive approach to protect and restore the ecological integrity of the Bow Valley in Banff National Park;

PLEASED that the Prime Minister and the Minister of Canadian Heritage have demonstrated the Government of Canada's support for the study's recommendations and have appointed a special committee to advise on the implementation of the report;

CONCERNED that the complete long-term implications of the Banff Bow Valley Study recommendations requires continued public support and endorsement from the international conservation community;

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

1. RECOGNIZES the Government of Canada's commitment to protecting the ecological integrity of Banff National Park, a World Heritage Site;
2. CALLS on the Government of Canada to continue its support for the protection and restoration of the ecological integrity of Banff National Park by swiftly implementing the recommendations set forth in the Banff Bow Valley Study.

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

## **1.97 Conservation of Proposed Volcanoes of Kamchatka World Heritage Site**

RECOGNIZING that the Kamchatka Peninsula is a globally unique, striking, varied and active volcanic landscape, and habitat for a great number of endemic species threatened with extinction listed in the Russian Red Data Book and the Red List of IUCN;

WELCOMING the nomination of “Volcanoes of Kamchatka” submitted by the Minister for the Protection of the Environment and Natural Resources of the Russian Federation, which is to be assessed by the World Heritage Committee under their operational guidelines for possible inclusion in the World Heritage List at the Committee’s Twentieth Ordinary Session to be held in Merida, Mexico, 2–7 December 1996;

NOTING that the nomination includes five existing protected areas: the Kronotsky State Biosphere Nature Reserve, the Bystrinsky Nature Park, the Nalychevo Nature Park, the south-western Tundra Nature Reserve, the southern Kamchatka Nature Park and the southern Kamchatka State Nature Reserve;

RECOGNIZING that the salmon spawning rivers in southern Kamchatka, whose watershed is protected by the Bystrinsky Nature Park, are of critical ecological importance and support the trophic web of a critical portion of the proposed World Heritage Site;

NOTING that nomination for the volcanoes of Kamchatka World Heritage states that within the nominated area the “aim has been fixed to recognize all Nature Parks as National Parks” and that with respect to the Bystrinsky Nature Park “industrial development of the southern part of the Park may cause pollution to the salmon-spawning grounds and a general lowering of the sustainability of ecosystems” and that “the people of the area will have a great deal to lose by allowing any amount of disturbance to the salmon habitats;”

NOTING that the livelihood and culture of Kamchatka’s indigenous Itelmen, Koryak and Eveni peoples depend on sustaining the natural resources protected by the proposed World Heritage Site, particularly salmon and wildlife;

RECALLING the December 16, 1994 “Joint Statement on Preservation of Biodiversity and Conservation of Flora and Fauna” of the Prime Minister of Russia and the Vice-President of the United States which recognized the “unique biological resources” of both nations, announced that both governments “will work to take actions as are necessary for the significance of implementation of Agenda 21,” and further stated that both governments “will continue to make efforts towards further increasing the effectiveness of their work in the field of conservation of flora and fauna and the preservation of biodiversity;”

NOTING that in 1991 the Kamchatka Academic Environmental Institute warned in an “Expert Assessment of Environmental and Economic Consequences of Projected Gold Mining in the Central Part of the Middle Range of the Kamchatka Peninsula” of the unavoidable and irreversible threats to Kamchatka’s spawning rivers posed by mining and recommended that mining development not take place in the area of the Bystrinsky Nature Park;

FURTHER NOTING that the proposed mining of the Asachinskoye and Rodnikovoye mineral deposits in southern Kamchatka poses serious threats to the integrity and ecological health of the Southern Kamchatka Nature Park, and to land in the Southern Kamchatka Nature Park legally set aside for the protection of the traditional lifestyle of the indigenous Eveni people;

CONCERNED that the prospective mining and industrial development in Kamchatka may do irreversible damage to the unique natural and cultural values of the proposed “Volcanoes of Kamchatka” World Heritage Site;

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

1. CONGRATULATES the Government of the Russian Federation for its nomination of “Volcanoes of Kamchatka” for consideration for inclusion on the World Heritage List;
2. URGES the Government of the Russian Federation:
  - a) to follow the recommendations of the 1991 Kamchatka Academic Environmental Institute Expert Assessment;
  - b) to invite the World Commission on Protected Areas, subject to available resources, to review and evaluate the threats of proposed mining and industrial development in Kamchatka to existing and proposed protected areas of national and international significance;
3. CALLS UPON multilateral and bilateral finance agencies, such as the World Bank, European Bank for Reconstruction and Development, the US Overseas Private Investment Corporation, not to finance, insure or support activities, such as the proposed Aginskoye and Zolotov gold mines in the southern part of the Bystrinsky Nature Reserve, and the proposed

Asachinskoye and Rodnikovoye mining development in Southern Kamchatka, which would threaten the sustainability of the ecosystems and viability of species, and the integrity of indigenous cultures within the five protected areas included in the Volcanoes of Kamchatka World Heritage List nomination.

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

## **1.98 Environmentally Sustainable Development of the Mekong River Basin**

RECOGNIZING that the Mekong is one of the last of the earth's great river systems and is significantly undeveloped over its length;

FURTHER RECOGNIZING that the Mekong River Basin is home to a large rural population dependent for its livelihood upon the natural resources of the river and its watershed forests;

NOTING that the river is rich in aquatic biodiversity and the remaining forests of the catchment provide critical ecological services to the river system, are a repository for a diverse terrestrial flora and fauna, and are a source of a large variety of natural products for rural subsistence;

RECOGNIZING that the dynamics of the Mekong system's hydrological cycles, plus the ecology of the river's fisheries, are not well understood, but are known to be complex and dependent upon the annual cycles of the river;

FURTHER RECOGNIZING that the Mekong River Basin region stands on the threshold of a new era as development choices are made over the next few years, especially for power production and industrialization, and that these decisions will influence the sustainability of the economic and ecological systems of the region for many years;

UNDERSTANDING that public participation in planning, designing and implementing proposals is an important element of successful sustainable development.

CONCERNED that there are plans for over 150 dams in the Mekong River Basin including 10 mainstream dams;

NOTING that two mainstream dams have been constructed in the upper reaches of the Mekong River;

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

1. CALLS ON the States of the Mekong River Basin and other interested parties to seek ways to address the issue of developing the river and the watershed as a single ecosystem and in a manner that:
  - a) is based on scientific information available, or when such information is unavailable or insufficient, conduct studies to collect such information in accordance with established scientific methodology;
  - b) observes the precautionary principle;
  - c) recognizes the needs and rights of the various stakeholders (especially the affected communities);
  - d) incorporates economic assessments based on long-term returns and environmental degradation;
2. FURTHER CALLS ON the States of the Mekong River Basin to address development on a broad, regional, sub-regional and national level rather than considering development projects and their impacts on a site by site basis;
3. URGES the multilateral, bilateral and other financial institutions to give equal priority to conservation as well as environmentally sustainable development of the Mekong River Basin when considering the funding of large-scale development projects or national aid programmes in the region, and to draw lessons from the negative experience of hydropower development on other complex river systems, such as the Ganges and Brahmaputra. In particular, that there be a moratorium on large dam projects until such time as regional environmental and social impact assessments have been completed;
4. ENCOURAGES scientific institutions to undertake, where appropriate, further studies of the river system, the watershed and the region's biodiversity, including basin-wide studies and cumulative impact assessments in order to assist the Mekong River Basin nations to assemble an environmental database adequate to permit environmentally rational and scientifically informed development plans for the region before further development takes place;
5. INVITES businesses and other commercial enterprises to work in partnership with the respective governments and their citizens to support sustainable development of the natural resources of the Mekong;

6. INVITES international and regional non-governmental organizations active in the development of the Mekong River Basin to give full attention to the need for transparency and the full participation of the various stakeholders, especially the affected communities;
7. REQUESTS the Director General and IUCN Commissions, within available resources, to enter into a dialogue with ASEAN to address issues related to the environmentally sustainable development of the Mekong River Basin, and to assist IUCN members who are so involved.

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

## 1.99 Forests of Oceania

ACKNOWLEDGING the exceptional biodiversity of the forests in the Oceania region, in particular the megadiverse rainforests, and the importance of these forest resources to the livelihoods of local communities;

CONCERNED at the destruction of the forests of Oceania and the continuing threats to their future, which appear to be the result of short-term economic benefits overwhelming consideration of the long-term benefits of protection and the importance of sustainable forest management;

NOTING the Convention on Biological Diversity, particularly Article 10 on sustainable use of the components of biological diversity;

RECALLING Resolutions and Recommendations 18.30, 18.31, 18.32 and 19.43 adopted by the 18th and 19th Sessions of the General Assembly;

AWARE of the South Pacific Forum held in 1994 and the Agreement by the Prime Ministers of Australia, Fiji, New Zealand, Papua New Guinea, the Solomon Islands and Vanuatu to work towards a common code of conduct governing logging and of the need to increase urgently the monitoring of logging and of the export of timber;

MINDFUL of the potential for addressing the problem by implementation of the Action Strategy for the Conservation of Nature in the South Pacific;

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

1. EXPRESSES concern at the rate of destruction of the forests, and particularly the rainforests of Oceania, with resultant loss of biodiversity, ecological sustainability of forest use and economic sustainability of local communities;
2. REQUESTS the Director General, within available resources:
  - a) to include the issue of forest conservation in Oceania within the IUCN Programme as a matter of urgency;
  - b) in conjunction with IUCN's partners, to:
    - i) communicate the urgency of this matter to governments in the region, and to donor countries and agencies;
    - ii) support IUCN's Memorandum of Understanding with the South Pacific Regional Environment Programme to facilitate the implementation of the Action Strategy for the Conservation of Nature in the South Pacific;
    - iii) support and assist local forest owners and users to conserve biodiversity, to use forests in an ecologically and economically sustainable manner (including non-timber use), and to reforest degraded areas with indigenous species;
  - c) report progress to members in the region no later than twelve months after this Congress.

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

## **1.100 Mining in the Fly River Catchment, Papua New Guinea**

NOTING that the General Assembly of IUCN at its 18th and 19th Sessions passed Recommendations 18.63 and 19.79 that sought to mitigate and remedy the serious environmental, social and health problems associated with the Ok Tedi Mine;

ALSO NOTING that Recommendation 18.21 of the 18th Session called on all governments to ensure that companies follow environmental practices that are not at a lower standard than in the country of primary incorporation;

WELCOMING the agreement reached between BHP, the Government of Papua New Guinea and landowners affected by the Ok Tedi Mine, that BHP will compensate landowners for the environmental and social impacts caused by the operation of the mine and will construct waste-handling facilities to prevent further despoliation of the Fly River and its environs;

REAFFIRMING its concern regarding the unsustainable mining practices adopted in this region;

SUPPORTING calls for compliance of transnational corporations with environmental standards applying in their State of principal incorporation;

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

1. URGES BHP, Ok Tedi Mining and the Government of Papua New Guinea to adopt the highest possible standards in the design and construction of the proposed waste-handling facilities and ensure full public consultation during the processes of design, construction and operation;
2. CALLS UPON BHP and Ok Tedi Mining Limited to make public all data available to them concerning the environmental effects of the mine;
3. REQUESTS the Government of Papua New Guinea to ensure that the design, construction and operating arrangements for the proposed waste-handling facilities are subject to an independent audit by a recognized international panel of experts relevant to the field;
4. REQUESTS the Director General to contact the Government of Papua New Guinea, BHP and Ok Tedi urging the parties to reach early agreement on the above actions and, within available resources, offering to facilitate the recommended review.

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

## **1.101 World Heritage in Oceania**

AWARE of the rich and diverse natural and cultural heritage of the South Pacific;

AWARE that most of the 22 island States of Oceania are not yet signatories to the World Heritage Convention and that there is a need to promote awareness of this Convention and the potential benefits for the States of the region in becoming signatories;

MINDFUL that the geography, culture and ownership of the lands and seas of the region may require special consideration in applying the World Heritage concept;

NOTING that, despite the richness of the region in cultural and natural terms, there are not yet any World Heritage sites in the island nations of Oceania;

RECOGNIZING that the island nations of Oceania may lack the financial and technical resources to survey, identify, nominate and manage World Heritage sites;

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

1. CALLS UPON IUCN members in its Oceania region to:
  - a) promote awareness of the potential benefits and relevance of World Heritage to the island nations of Oceania through culturally appropriate means;
  - b) actively encourage more island States in Oceania to become signatories to the World Heritage Convention;
  - c) initiate, with the International Council on Monuments and Sites (ICOMOS), a collaborative survey of the islands and seas of the South Pacific to identify potential options for World Heritage nominations including possible serial sites by the relevant island nations;
2. REQUESTS the Director General, within available resources, to:
  - a) actively seek resources to facilitate information, survey, identification, nomination and management of any World Heritage sites in Oceania;
  - b) support the above action in respect of the South Pacific by including an activity on World Heritage in Oceania in the IUCN Programme;
3. REQUESTS the Director General, within available resources, to communicate this Recommendation to the Director General of UNESCO and the Director of the World Heritage Centre, urging that the existing UNESCO presence in Oceania be enabled to serve as an effective focal point to promote the World Heritage Convention in the region.

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

## 1.102 Australian Forests

RECOGNIZING that the Federal and State governments of Australia are implementing the National Forest Policy Statement including:

- a) to establish a native forest reserve system on public lands, and
- b) to protect under moratorium high conservation value old growth and wilderness forests prior to the establishment of a reserve system;

NOTING that there are now underway processes to identify areas of high conservation value to be protected in a forest reserve system and to assess whether current forest management practices are ecologically sustainable;

CONCERNED that many forest ecosystems, plant and animal species are now either rare, threatened or in danger of extinction;

WELCOMING the Australian Government's intention to assess the World Heritage values of Australia's native forests;

RECOGNIZING that the forests of the island continent of Australia possess unique natural and cultural values and that the World Heritage protection of those values would be a major achievement for the Australian Government;

CONCERNED that if the World Heritage assessment is less than scientifically rigorous, Australia's international reputation could be affected;

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

REQUESTS the Australian Government to ensure that:

- a) the complete range of forest ecosystems and forest communities receive protection in a scientifically based, comprehensive, adequate and ecologically viable reserve system;
- b) rare, threatened and endangered plants and animals and their habitats are given protection in the reserve system;
- c) all forest management is ecologically sustainable;
- d) the World Heritage assessment process is conducted in a comprehensive, scientifically rigorous and internationally credible manner;
- e) all details of the World Heritage methodology, framework and assessment are provided to IUCN.

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

## 1.103 Cape York Peninsula, Australia

RECOGNIZING the globally significant natural and cultural heritage values of the 14 million hectare Cape York Peninsula in tropical north-eastern Australia including outstanding biodiversity, more than 1500 km of pristine coastline and the cultural heritage of the resident indigenous peoples;

RECOGNIZING the generally high level of integrity of the natural ecosystems on Cape York;

AWARE of the current Cape York Peninsula Land Use Strategy (CYPLUS), a major regional land-use planning project funded and supported by the Australian and Queensland Governments;

AWARE of the successful dispute resolution process resulting in an historic agreement (The Cape York Agreement) between the Cape York Land Council, the Aboriginal and Torres Strait Islander Commission (ATSIC – Australian indigenous peoples' governing organization), the Cattlemen's Union, the Wilderness Society and the Australian Conservation Foundation;

NOTING that the Cape York Agreement includes, *inter alia*, an agreement to nomination of a major proportion of the 14 million hectares of Cape York as World Heritage;

RECOGNIZING the potential for a major indigenous peoples' protected area to be established on Cape York, possibly of World Heritage significance;

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

1. CONGRATULATES the Cape York Land Council, ATSIC, the Cattlemen's Union, the Wilderness Society and the Australian Conservation Foundation on their historic Cape York Agreement announced in 1996;
2. CONGRATULATES the Australian Government on its expressed support for the Cape York Agreement, including proposed funding for the priority acquisition of lands of highest conservation value;
3. URGES all parties to the Cape York Agreement, and the Australian and Queensland Governments, to:
  - a) move expeditiously to implement the Cape York Agreement including delineation of areas for assessment for World Heritage values;
  - b) complete as a priority the CYPLUS land-use planning process.

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

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

## 1.104 Conservation of Kakadu World Heritage Site, Australia

RECALLING Recommendation 19.87 from the 19th Session of the IUCN General Assembly;

RECOGNIZING that Kakadu has been described as one of the more important national parks in the world, and has been inscribed on the World Heritage List for its natural and cultural values;

NOTING that all wetland areas in Kakadu National Park are listed under the Ramsar Convention;

NOTING that the sites of the three uranium deposits, Ranger, Jabiluka and Koongarra, are located on land owned by Aboriginal people, were never included in Kakadu National Park and are surrounded by the Park;

AWARE that the independent scientific authority established to monitor the impact of the Ranger mine has detected no adverse impact on Kakadu National Park or its World Heritage values;

NOTING that, subject to the appropriate approvals, the Ranger site will be included in Kakadu National Park following rehabilitation;

NOTING, however, that mining in Jabiluka or Koongarra has the potential to damage the natural and cultural values of Kakadu;

RECOGNIZING that the Aboriginal Traditional Owners have the right to make decisions about the use of their land, including whether mining takes place, and that the issue is now being discussed among the Traditional Owners, some of whom support mining while others oppose it;

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

1. URGES the Government of Australia, if the Traditional Owners and Northern Land Council should ever approve mining of the Jabiluka or Koongarra sites, to:
  - a) ensure that any proposal to mine is subject to a public process of stringent environmental assessment;
  - b) ensure that any mining activity is subject to a standard of monitoring, supervision and regulation, sufficient to ensure the continued absence of any detectable impact on Kakadu National Park;
2. URGES the Government of Australia to prevent the development of Jabiluka and Koongarra uranium mines should it be shown that such mining would threaten the Park's World Heritage values;
3. URGES the Government of Australia to facilitate inclusion of the Jabiluka and Koongarra areas in Kakadu National Park when and if requested by Traditional Owners and the Northern Land Council.

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

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

NOTING that the cultural and natural heritage of humankind is increasingly threatened with destruction by changing social and economic conditions;

RECOGNIZING that the deterioration or disappearance of any item of the cultural and natural heritage is a harmful impoverishment of the heritage of all nations of the world;

RECOGNIZING that the existing international conventions, recommendations and resolutions concerning cultural and natural property demonstrate the importance, for all the peoples of the world, of safeguarding this unique and irreplaceable property, to whatever people it may belong;

RECALLING that the various nations of the world adopted at the General Conference of UNESCO at its seventeenth session in Paris on the 16th November 1972 the Convention for the Protection of the World Cultural and Natural Heritage;

RECOGNIZING that each State Party to this Convention has a duty to ensure the protection, conservation and presentation to future generations of the cultural and natural heritage of outstanding universal value situated on its territory and that it will do all it can to the utmost of its own resources;

RECOGNIZING that World Heritage sites are increasingly being threatened by serious and specific dangers such as the threat of disappearance caused by accelerated deterioration, large-scale public and private projects or tourist development projects;

CONCERNED that these threats continue to cause deterioration of the World Heritage sites and will ensure that future generations of the peoples of the world will not benefit from their heritage of unique and irreplaceable property;

BEING AWARE that the Port Hinchinbrook tourist and marina project at Oyster Point near Cardwell in North Queensland, Australia, the Dungeness marina proposal on the Hinchinbrook Channel, and expansion of mariculture ponds alongside the Hinchinbrook Channel are serious and specific threats to the Hinchinbrook Channel and Hinchinbrook Island, the Brook Islands and Goold Is. which are parts of the Great Barrier Reef World Heritage site;

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

1. REMINDS the Australian Government that the Port Hinchinbrook tourist and marina project, Dungeness marine proposal and the expansion of mariculture ponds constitute serious and specific dangers to the Great Barrier Reef World Heritage site;
2. CALLS UPON the Australian Government to take effective and active measures to ensure the protection, conservation, and presentation of the Hinchinbrook part of Great Barrier Reef World Heritage site including:
  - a) scientific, technical and monitoring research programmes;
  - b) comprehensive planning programmes for the whole area;
  - c) specific legal and administrative measures to protect the area that may include ensuring it is within the jurisdiction of the Great Barrier Reef Marine Park Authority;
  - d) specific rehabilitation programmes for the area of Oyster Point and other degraded areas;
  - e) specific presentation programmes for the area.
3. REQUESTS the Director General to seek assurances on these points from the Australian Government.

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

## 1.106 Protection of the Arctic Ocean

RECALLING Recommendation 19.97 of the 19th Session of the IUCN General Assembly urging Arctic nations to apply environmentally protective conventions in the Arctic;

NOTING that this Recommendation did not specifically mention the need to apply the MARPOL Convention (International Convention for the Prevention of Pollution from Ships, 1973/78), nor UNCLOS (the UN Convention on the Law of the Sea, 1982) in the Arctic Ocean;

AWARE of interest in expanding shipments of oil by sea in that ocean and of opening up a permanent Northern Sea Route;

WELCOMING efforts underway through the Arctic Environmental Protection Strategy to determine present and future ship traffic in the Arctic and its effect on the marine environment;

CONCERNED with the rising level of discharges of oil through chronic leaks and operational releases, as well as spills, into that sensitive marine environment;

BEARING IN MIND that the Arctic environment is already suffering from exposure to mounting burdens of pollution from other sources, such as organochlorines and anti-fouling agents, with adverse impacts upon resident and migratory species and Arctic people;

GRATIFIED that the eight nations of the Arctic region are documenting the risks posed by pollution in the Arctic through the Arctic Environmental Protection Strategy process;

CONCERNED about the sensitive nature of the zone of seasonally open water surrounding the Arctic ice pack where life abounds (the so-called "Ring of Life") and the critical role of ice-edge habitats in the biological productivity of the Arctic;

REALIZING that special steps must be taken to minimize risks to these critical habitats from shipping;

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

1. URGES the Arctic States party to MARPOL to take steps as a matter of priority to determine whether it is appropriate to designate, under the relevant criteria, the "Ring of Life" zone in the Arctic Ocean as a Special Area under Annexes I, II and V, so as to provide stricter limitations on discharges;
2. ENCOURAGES Arctic States to take steps through consultations in the Arctic Council to determine whether it is appropriate under Guidelines of the International Maritime Organisation (IMO) to designate "Particularly Sensitive Sea Areas" (for example, specifying mandatory routes and areas to be avoided) in ecologically significant areas of the Arctic Ocean which are vulnerable to damage by maritime activities so as to supplement the effect of designating Special Areas and thereby provide additional levels of protection;
3. RECOMMENDS to Arctic States that they use their authority under UNCLOS (Art. 211(6) and Art. 234) to prevent vessel source pollution in their Exclusive Economic Zones, including ice-covered areas, and that they cooperate with IMO in so doing;
4. REQUESTS the Director General to help implement this Recommendation through the interdisciplinary Arctic action plan called for under Resolution 1.7 of this Congress.

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

## 1.107 Protecting the Habitat of the Porcupine Caribou Herd

RECOGNIZING that the Arctic region contains unique ecosystems essential to the well-being of our planet and important cultural resources, many of international significance;

AWARE that elements of these ecosystems have already been subjected to pollution and other damage as a result of human activities;

AWARE also that ministers of the eight Arctic nations signatory to the Arctic Environmental Protection Strategy have endorsed the protection of large areas of the Arctic, and have called for cooperation in protecting the Arctic environment;

RECOGNIZING that the range of the porcupine caribou herd (*Rangifer tarandus groenlandicus*) covers a unique ecosystem within Canada and USA, and that the two governments concluded in 1987 the Agreement on the Conservation of the Porcupine Caribou Herd to protect the herd and its habitat, but that this agreement alone does not prevent industrial development in the range;

PLEASED that within this vast wilderness range straddling the Alaska-Yukon border the Government of Canada and the resident indigenous peoples have set aside Ivvavik National Park and the adjacent Special Conservation Area comprising about 1.4 million hectares and Vuntut National Park and the Old Crow Special Management Area comprising 1.2 million hectares, and that the US Government has set aside the Arctic National Wildlife Refuge of 7.6 million hectares;

CONCERNED that other portions of the herd's range, including areas of sensitive habitat identified under the international agreement, harbour an extraordinary endowment of wildlife and supply the subsistence needs of the Gwich'in, Inupiat and Inuvialuit, but do not enjoy permanent protection under national law and therefore could become degraded by industrial development;

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

CALLS on the governments of Canada and USA, in full consultation with other levels of government, indigenous communities and appropriate wildlife management bodies to:

- a) provide permanent protection under national law for the calving grounds of the porcupine caribou herd and other sensitive habitat areas that are not now so protected;
- b) to work together to consider whether an international designation would enhance protection and management of part or all of the herd's range.

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

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

## **1.108 Conservation of the Bering Sea Ecosystem**

AWARE that the Bering Sea, its islands and surrounding shores form a semi-enclosed sea shared by Russia and USA and that this sea is one of the world's most productive and diverse marine ecosystems;

REMEMBERING that at one time it produced 5 per cent of the world's supply of fish;

INFORMED that over-exploitation of its resources is threatening its continued productivity and has caused severe declines in many populations of fish, seabirds and marine mammals;

RECOGNIZING the importance of these resources to the economy of both maritime States and to the subsistence lifestyle of the indigenous peoples on both the Alaskan and Russian coasts;

NOTING the Convention on the Conservation and Management of Pollock Resources in the Central Bering Sea;

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

CALLS UPON the Governments of the Russian Federation and USA, in collaboration with other relevant authorities and indigenous communities, to enter into agreement on the conservation of the Bering Sea to:

- a) promote conservation of all living marine resources;
- b) ensure that such resources are managed compatibly and cooperatively by each side within its jurisdiction so as to conserve the Bering Sea as a single ecosystem;
- c) foster collaborative research, incorporating the traditional knowledge of indigenous peoples.

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

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

## **1.109 Beringian Heritage International Park**

RECOGNIZING that the Bering Sea is one of the key areas of the Earth for maintaining biological diversity;

APPRECIATIVE of the endorsement by the former USSR and the USA in June 1990 for the establishment of the proposed Beringian Heritage International Park between Chukotka in Russia and Alaska in North America;

AWARE that the Chukotka Autonomous Region in the Russian Federation has prepared plans for areas of the International Park on the Chukotka Peninsula, and that the State of Alaska has supported inclusion of national park units bordering the Bering Sea as components of the International Park in Alaska;

CONCERNED that progress towards establishing the Beringian Heritage International Park needs to be accelerated;

BELIEVING that establishment of the International Park will further ecotourism, wildlife conservation and sustainable development generally;

NOTING that a significant purpose of the park is to maintain the cultural heritage of the region, and that indigenous peoples in the region should be actively involved in planning the proposed park;

RECALLING the support of the 17th and 18th Sessions of the IUCN General Assembly for the Park;

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

1. CALLS upon the States of the Russian Federation and USA to establish the proposed Beringian Heritage International Park as soon as possible;
2. URGES responsible agencies of the Russian Federation, the administration of Chukotka and other relevant authorities in Russia to consult together to identify the legal and managerial options for establishing the Park.

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

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

## 1.110 Antarctica and the Southern Ocean

RECALLING Recommendations 17.52, 17.53, 18.75 and 19.95, and Resolutions 15.40, 16.8, 18.74 and 19.96 of the 15th, 16th, 17th, 18th and 19th Session of the General Assembly of IUCN;

NOTING with concern that a number of these Recommendations and Resolutions have not been fully implemented;

RECOGNIZING that Antarctica has many internationally significant values; it is a critically important ecosystem and plays an important role in influencing global climate and oceanic circulation; it is important for monitoring and other research which provide greater understanding of the natural environment and ecological processes, including those modified by human activity; it has great value as the world's largest remaining wilderness area; and it has significant intrinsic and inspirational values;

NOTING that the Protocol on Environmental Protection to the Antarctic Treaty, adopted by the Antarctic Treaty Parties in Madrid, Spain, in October 1991, commits Parties to the comprehensive protection of the Antarctic environment and dependent and associated ecosystems, designates Antarctica as a natural reserve devoted to peace and science and, *inter alia*, prohibits any activity relating to mineral resources other than scientific research;

CONGRATULATING the Governments of Argentina, Australia, Belgium, Brazil, Chile, China, Ecuador, France, Germany, India, Italy, The Netherlands, New Zealand, Norway, Peru, Poland, the Republic of Korea, South Africa, Spain, Sweden, United Kingdom and Uruguay, who have ratified the Protocol on Environmental Protection;

CONSCIOUS that all Antarctic Treaty Consultative Parties who signed the Protocol in Madrid must ratify it before it can take effect;

AWARE that conservation measures in the Subantarctic must be strengthened;

EMPHASIZING the importance of the conservation of the ecosystems of the circum-Antarctic seas, and the need to ensure that any use of their living resources is sustainable;

REMEMBERING that IUCN has had a long involvement with Antarctic conservation activities, and during the 1994–1996 triennium established an Antarctic Advisory Committee which ensured that IUCN had an effective voice at various Antarctic fora, and held a workshop on cumulative impacts of human presence in Antarctica;

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

1. CALLS UPON Japan and Russia to ratify urgently the Protocol on Environmental Protection to the Antarctic Treaty;
2. URGES all States Party to the Antarctic Treaty to:
  - a) enact without delay the necessary national legislation to ensure domestic implementation of the provisions of the Protocol;
  - b) ensure that their domestic law provides the necessary jurisdiction over their nationals for acts committed in Antarctica contrary to the Antarctic Treaty and the Environmental Protocol;
  - c) establish the Committee for Environmental Protection at the forthcoming XXI Antarctic Treaty Consultative Meeting (ATCM) in Christchurch, New Zealand;
  - d) make greater efforts towards the prompt completion, adoption and implementation of a Liability Annex pursuant to Article 16 of the Protocol on Environmental Protection, and applying to all activities in the area covered by the Protocol which might result in damage to the Antarctic environment;
  - e) rescind the decision that experts cannot be invited and to invite IUCN to provide expert advice and participate in the meetings of the group of legal experts which is negotiating the Liability Annex to the Protocol;
  - f) redouble their efforts to resolve urgently the remaining disagreements over the location of an Antarctic Treaty Secretariat since the current impasse is detrimental to the implementation of the Antarctic Treaty, the Environmental Protocol and the effective protection of the Antarctic environment;

- g) endorse in principle the conclusions and relevant recommendations of the IUCN International Workshop on Cumulative Impacts at the Christchurch ATCM:
3. CALLS UPON all Parties to the Antarctic Treaty and all others active in Antarctica to pay particular attention to:
    - a) minimizing environmental impacts, including direct, indirect and cumulative impacts;
    - b) establishing and safeguarding a comprehensive network of protected areas, including adequate representation of the principal habitats and the biological diversity of the Antarctic region;
    - c) preventing the deposition of wastes and facilitating the removal of wastes which have already been deposited;
    - d) establishing and enforcing stringent regulations governing the conduct of all persons visiting Antarctica, whether scientists, logistic and other support personnel or tourists;
  4. URGES the Governments concerned to adopt all necessary measures to ensure the conservation of Subantarctic island ecosystems, especially the production and implementation of management plans, the eradication, where practicable, of alien species and the reduction of the incidental mortality of seabirds using the islands, especially albatrosses, from long-line fisheries;
  5. CALLS UPON Parties to the Convention on the Conservation of Antarctic Marine Living Resources to take all steps necessary to conserve the marine ecosystems and component species of the Southern Ocean;
  6. REQUESTS the Director General, within available resources;
    - a) to ensure that IUCN activities during the 1996–1999 triennium focus on maximizing the Union’s contribution to more effective conservation efforts in the Antarctic and Subantarctic, and in particular on topics which draw on the core competencies of IUCN in relation to environmental law, protected areas and species conservation;
    - b) to encourage ratification and implementation of the Antarctic Environmental Protocol and the completion, ratification and implementation of the annex on liability;
    - c) to ensure effective contributions from IUCN to relevant Antarctic and Subantarctic fora including *inter alia* the meetings of the Antarctic Treaty Consultative Parties;
    - d) to ensure effective collaboration with IUCN members with expertise in this region;
    - e) to strengthen and consolidate the Antarctic Advisory Committee of IUCN and provide it with an adequate funding base and funded secretariat support;
  7. RECOMMENDS that the Antarctic Advisory Committee of IUCN should:
    - a) develop and promulgate policy advice on Antarctic conservation, with particular emphasis on:
      - i) ratification and implementation of the Protocol;
      - ii) development and implementation of a Liability Annex to the Protocol;
      - iii) input to the Convention on the Conservation of Antarctic Marine Living Resources, and especially its work on ecosystem management;
    - b) contribute to public awareness, through seminars and technical sessions relevant to Antarctic and Subantarctic conservation, including on biodiversity, and publications relevant to Antarctic and Subantarctic conservation;
    - c) follow through on recommendations from the three Scientific Committee on Antarctic Research (SCAR)/IUCN workshops on Antarctic conservation, policy and protection, and from the IUCN Workshop on Cumulative Impacts in Antarctica;
    - d) develop effective collaboration with IUCN members with expertise in this region;
  8. CALLS UPON IUCN members to mobilize resources to enable this Recommendation to be implemented.

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

## **1.111 Vote of Thanks to the Host Country**

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

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

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

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

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