

SOUTH & SOUTH EAST ASIA REVIEW MISSION

NEPAL, SRI LANKA, VIETNAM , AND BANGKOK

August 13 - September 1, 1995

**Javed Ahmed, IUCN Pakistan
Don Gilmour, IUCN Gland
Peter Hilsaire, IUCN Gland**



Acknowledgements and Thanks

The Mission would like to record its gratitude to the staff of the IUCN locations visited for the quality of their hospitality and for the open and constructive spirit in which the Mission was received.

The Mission hopes that this report will constitute a positive contribution towards the emergence of a stronger, more cohesive IUCN Programme in the region. Should it prove to be so, this would be in great part thanks to the contributions of those with whom the mission met.

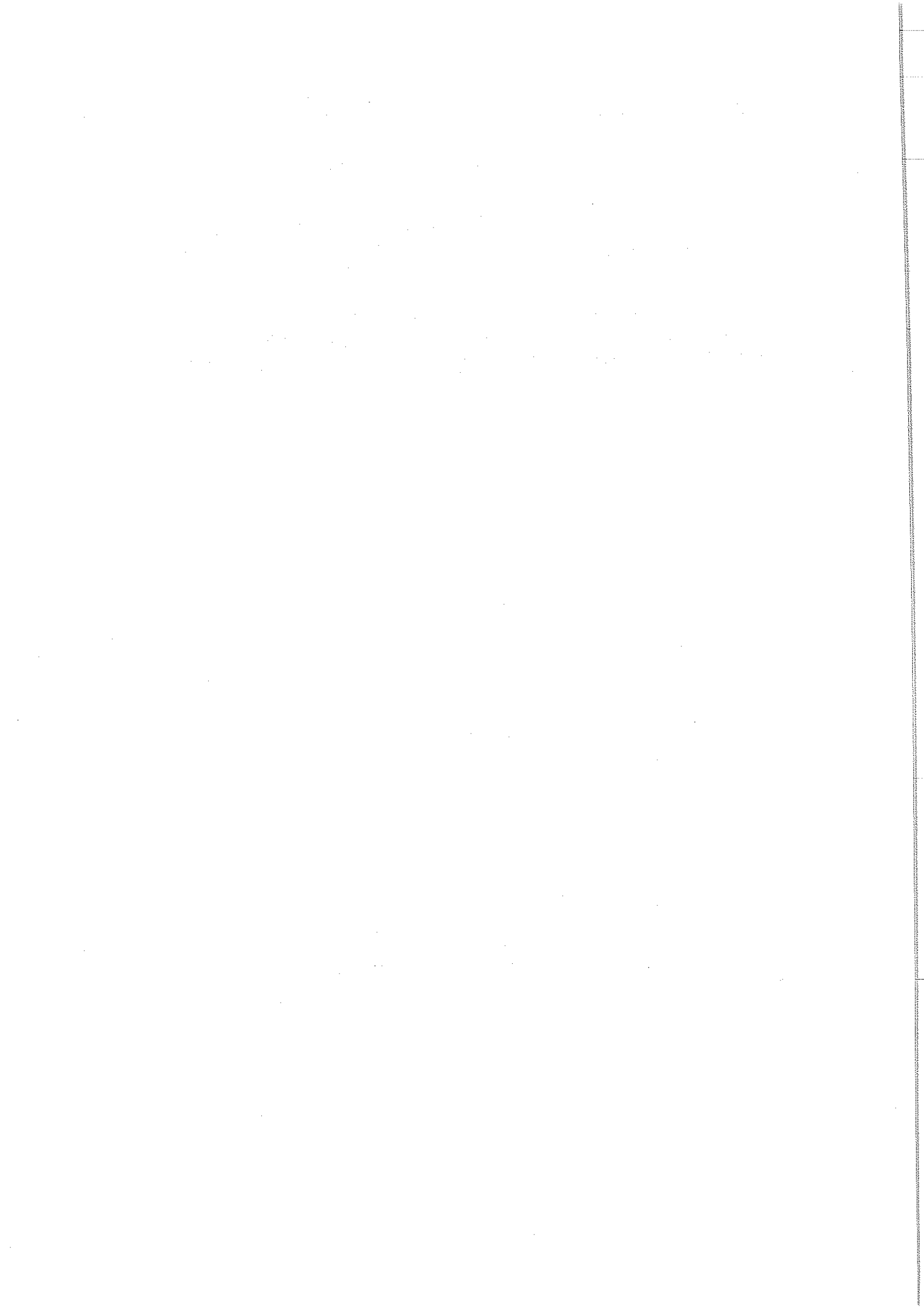
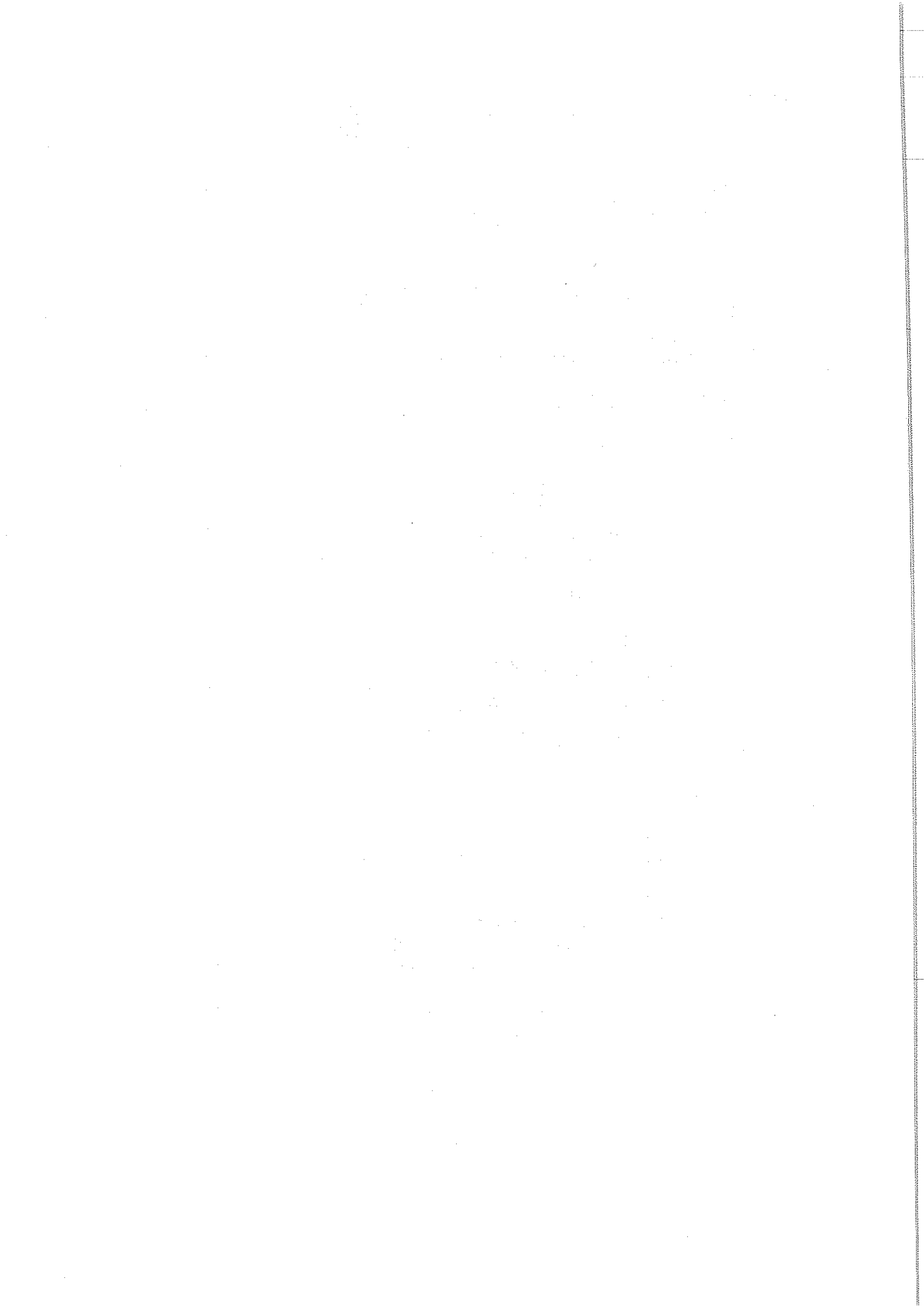
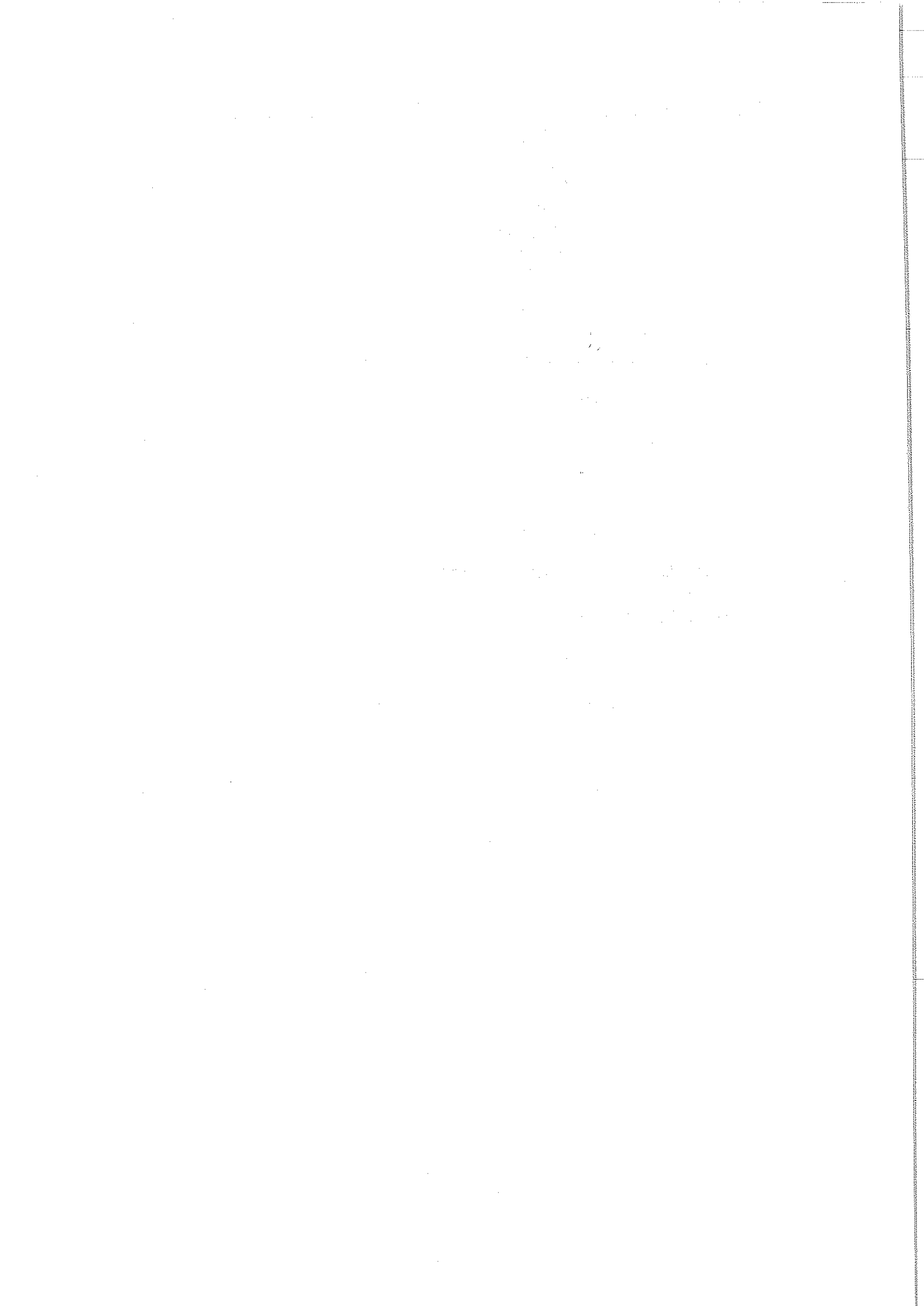


TABLE OF CONTENTS

	Page
EXECUTIVE SUMMARY	
1. INTRODUCTION	1
1.1. Conceptual Structure of SSEARM's Inquiry	1
1.2 Itinerary	2
1.3 Method	2
1.4 Basis for Opinions and Judgements	3
2. SUMMARY OF FINDINGS	3
2.1. SOCIO-POLITICAL ASPECTS	3
2.1.1 Economic Development	4
2.1.2 Emerging Private Sector	4
2.1.3 Political Development	4
2.1.4 Future Approaches	5
2.2 CONSERVATION ISSUES	6
2.2.1 Environmental Awareness	6
2.2.2 Biodiversity and Conservation of NR	7
2.2.3 Parks and People	7
2.2.4 Restoration of Degraded Ecosystems	8
2.2.5 Trans-Frontier Conservation Issues	8
2.3 THE PROGRAMME TODAY	9
2.3.1 General Summary	9
2.3.2 Partners and Members	10
2.3.4 Commissions	10
2.3.4 Other Networks	10
2.3.5 Project Architecture	11
2.3.6 Extension of Programme to other Countries	11
2.3.7 Notes on IUCN Secretariat Programmes	12
Nepal	12
Sri Lanka	14

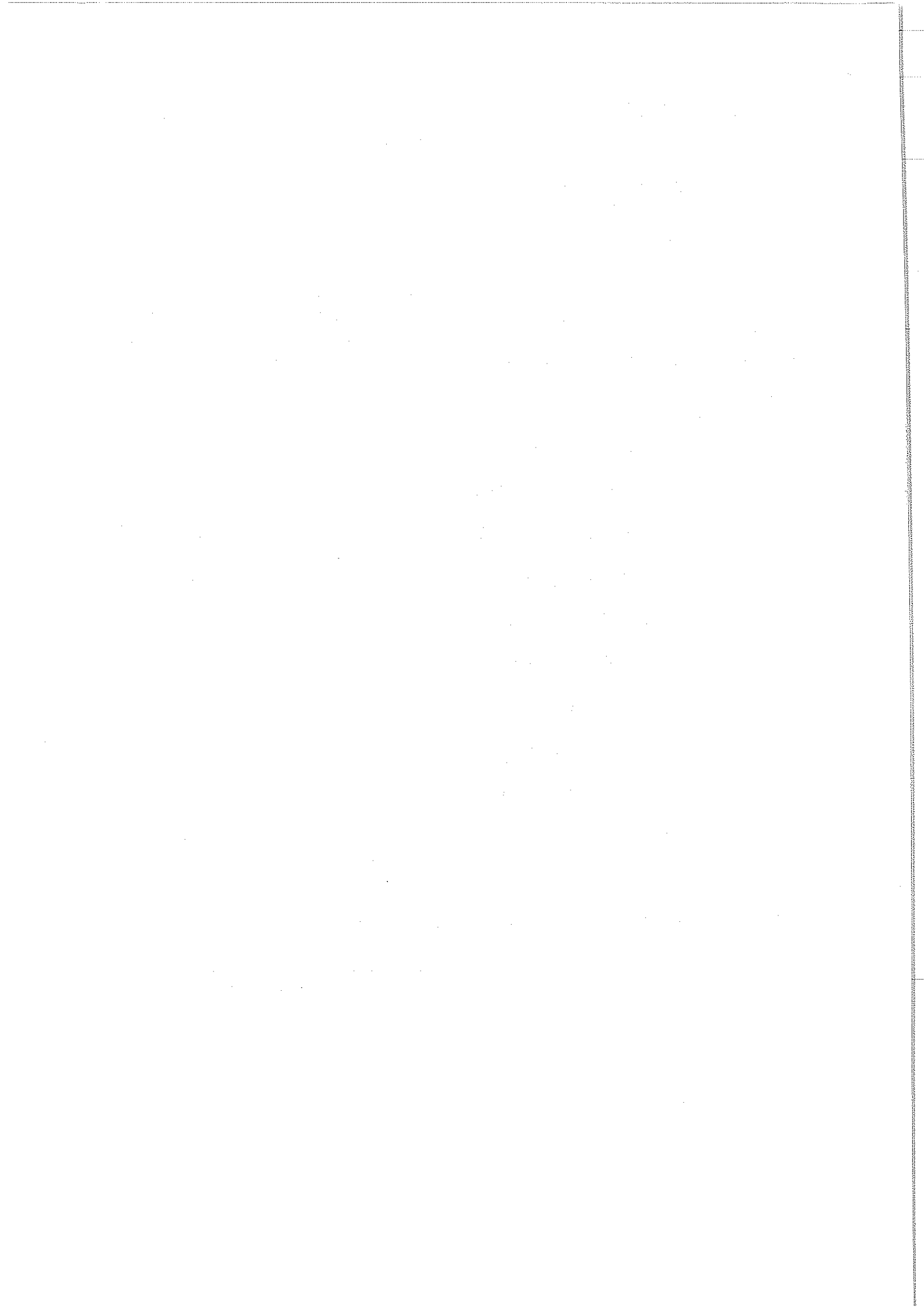


	Vietnam	14
	Cambodia	15
	Lao PDR	16
	Bangladesh	17
	Philippines	18
	Bangkok	19
	Regional Secretariat Management Team	20
3.	THE WAY AHEAD	20
	3.1 DESIRABLE MANAGEMENT STRUCTURES	21
	3.2 INTERIM ARRANGEMENTS	24
	ANNEXURE	
	1. Nepal	
	2. Sri lanka	
	3. Vietnam	
	ACKNOWLEDGEMENTS AND THANKS	
	LIST OF ACRONYMS	
	LIST OF PEOPLE MET	
	TERMS OF REFERENCE OF THE SSEARM	



LIST OF ACRONYMS

ASG	Asian Support Group
AWG	Asian Working Group
AUSAID	Australian Aid
BMZ	Bunderministerium für wirtschaftliche Zusammenarbeit und Entwicklung
CITES	Conference on International Trade in Endangered Species
DG	Director General
FMF	Fixed Meeting Fortnight
HQ	IUCN Headquarters, Gland
ICIMOD	International Center for Mountain Development
IUCN	The World Conservation Union
MOU	Memorandum of Understanding
NCS	National Conservation Strategy
NGO	Non Government Organization
NWF	National Wildlife Federation
PDR	Peoples Democratic Republic
RSMT	Regional Support Management Team
SDC	Swiss Development Corporation
SIDA	Swedish International Development Agency
SSEARM	South and South East Asia Review Mission
WWF	World Wide Fund for Nature



SOUTH & SOUTH EAST ASIA REVIEW MISSION

Executive Summary

WHY THIS MISSION?

A review of the IUCN Programmes in S & SE Asia was called for as it was judged that the region was experiencing particular difficulties in adapting to the changes within IUCN brought on as a result of the accelerated implementation of the dual policies of **Regionalisation and Decentralisation**.

The South & South East Asia Review Mission (SSEARM) visited the four management locations identified in the Director General's memorandum on the Situation of the S & SE Asia Programme, dated 30 May, 1995. These are the IUCN offices in Nepal, Sri Lanka, Vietnam and Bangkok.

The Terms of Reference for the Mission called for an assessment of the **Present Situation** and the potential for **Programme Development**, and for the formulation of recommendations relative to **support needed** to adapt to the required changes, **potential technical linkages** available to the Programme, and **optimal management structures** for the future direction of the Programme.

The mission met with a wide range of IUCN Members and partners in the countries visited. During these discussions, the SSEARM examined the **vertical coherence of country activities** by exploring the implication of the Programme(s) in **Policy, methodology (best practice) development**, with special attention being given to the quality and nature of **partnerships and capacity building**.

The **horizontal coherence of thematic activities** was assessed in terms of **technical focus, linkages established, networks functioning**, and potential for **dissemination of knowledge** and potential for **influence** through the networks.

A number of other key notions were explored by the SSEARM in assessing the dynamics surrounding the IUCN Programme. These are: **Dialogue - Programming process - Value Added - Shared Vision**.

The SSEARM structured its discussions under the headings of **Socio-political and Conservation Context** determining IUCN's role, the rationale for and achievements of the **IUCN Programme Today**, and **Organisational Forms** suited to the future development of the Programme.

SUMMARY OF FINDINGS

SOCIO-ECONOMIC ASPECTS

* The rapid pace of economic development in low-income countries, and the

SOUTH AND SOUTH EAST ASIA REVIEW MISSION

TERMS OF REFERENCE

Introduction

The decision to undertake at this juncture a review of the South and South East Asia Programme of IUCN is based upon the wish to assist the S & SEA Programme in making the transition called for under the re-structuring of the IUCN Secretariat, as described in **Time to Choose**. Additional orientations in this respect have been outlined in the report of the IUCN Working Group on Regionalisation and Decentralisation, and in various reports to the Council meetings of November 1994 and May 1995 (documentation refers), and the DG's memo of 30 May 1995.

The mission will review the current Programme and secretariat structure in the region, analyze the short-comings and potentialities of these in terms of the orientations referred to above, and make recommendations to the Director General for the future evolution of IUCN efforts in the region.

The review mission shall endeavour to arrive at its recommendations through consensus. The report will be finalized following a de-briefing with the Regional Secretariat Management Team.

Specific Issues

In each location visited, the review will:

1. Examine:
 - * the pertinence of activities to the IUCN Mission statement, and vice-versa;
 - * the pertinence of activities to the Asia Programme objectives for the Triennium, and vice-versa;
 - * the pertinence of activities with respect to national and regional sustainable development policies and methodology development agendas;
 - * the relationship between activities and the potential for influence on national and regional policy and national conservation practice;
 - * the quality of design of activities in terms of support to capacity building of national governmental and non-governmental institutions;
 - * the level of relevance of activities to the aspirations of the national and regional membership, and the use of networks and/or Commission capacities in Programme design and delivery;
 - * relevance of activities to main threats to conservation / sustainable resource use at national and/or regional level;
 - * relevance of activities and lessons learned to wider regional concerns, and the potential for exchange with IUCN Programmes operated from other locations;
 - * the composition of office budgets (use of overhead and General Programme allocations) in terms of administration, programme development, and outreach responsibilities (members and Commissions/networks).
 - * the medium to long-term viability of national and regional IUCN Secretariat operations on the basis of the present ABC and O lists.

* **Restoration of Degraded Ecosystems** Vast areas of S & SE Asia have suffered extensive degradation through overuse, prompted either by the dynamics of subsistence production systems or the need to generate export income. There is now a wide recognition of this, and a realisation that restoration of degraded ecosystems is possible, and this in a relatively short time-frame.

Restoration ecology cannot be successful without taking into account the human actors that will ultimately benefit. Through participatory planning processes it should be possible to integrate this dimension, and through the social actors factor biodiversity values into restoration objectives. Numerous initiatives in this respect are underway, all struggling with sustainable effort approaches. There is a call for IUCN to bring these initiatives together and to allow for collective reflection amongst those involved.

* **Parks and People Interface - Buffer Zone Management** The North American exclusion model which has inspired the establishment and management of Parks in the region is clearly not adapted, as is, to the socio-economic realities of the region, particularly in a context of growing rural needs. Protected Areas will not long resist the need to contribute to the rural economy in some manner.

Buffer Zone management is emerging in this context as an important area of concern for those institutions charged with PA management. While there are some examples where local communities have been "interested" in the fruits of conservation, these are not widely known, and the PA management institutions require extensive action/research and capacity building support if they are to meet the challenge of PA maintenance in the future. This is an area where IUCN, and notably CNPPA, should be able to make a contribution.

* **Environmental Awareness** While the "green agenda" is understood, and indeed accepted, in certain sectors, it has yet to be integrated at the highest levels where major issues affecting the future of the region are decided. While IUCN Members and partners do have access to these highest levels, the articulation of the "conservation message" to be delivered - one that is both rigorous and constructive - has to be formulated. IUCN could play a role in bringing together appropriate capacities from the governmental and non-governmental (including scientific) sectors able to formulate and deliver this message.

In respect of the above issues, IUCN Members and Partners with which the SSEARM met, expressed three expectations:

- * that IUCN facilitate an exchange of knowledge and experience within the conservation community on these issues;
- * that IUCN assist with building the capacity of member and partner institutions

to translate knowledge into action;

- * that IUCN assist in generating the financial resources necessary to carry this agenda forward.

THE PROGRAMME TODAY

The Programme of IUCN in the S & SE Asia region is established mainly in low-income countries, and has had, as its principal emphasis in the past, the provision of technical and financial assistance to central government institutions. Although an IUCN National Committee exists in India, and there are a substantial number of Commission members in the region, their links to the S & SE Asia Programme are weak.

A certain number of generalisations about the existing Programme can be made:

- * There is a tendency on the part of the Secretariat to be programmatically self-contained. Resources called into action tend to be only those specifically assigned to, and under the control of the Secretariat offices. The potential contributions of partner organisations have not been sought out, indeed in some cases avoided.
- * There has been a tendency to think in terms of discrete activities, and to be very task, rather than process focussed. While SSEARM has no problem with the focus on tasks and products, the value of these can diminish if not associated with a process by which the results of these tasks can be integrated into the capacity for action of the wider conservation community.

It was not apparent to SSEARM that wider objectives, beyond the accomplishing of specific tasks, were clearly identified and consultative or other processes set in place to address these.

- * IUCN has established for itself a reputation for technical excellence. Although the products generated may not be perceived as having a major impact, that is understood as being due to a lack of programmed dissemination and capacity building relays rather than a consequence of the value of the products themselves. This reputation represents an important asset for the Programme.
- * Few, if any, regional networks are functioning, aside from RSMT. Linkages to the Commission membership in the region is weak, although it should be noted that this is no doubt as much a function of the Commission work practices as it is of those of the S & SE Asia Programme.
- * The SSEARM met with general acceptance of the need to adapt to the changes in IUCN and in the region, and recognized the value that Strategic planning and joint programming exercises can play in this context.
- * The financial situation for the Programme, and for the individual locations in the region, will continue to be tight in 1996. Perspectives for 1997 in this respect are, however, reasonable.

The changes required are across the board, and could be described as cultural. The implementation of these is going to require substantial input and assistance from outside the Programme. This is going to cost money, some of which, it is assumed will have to come from resources available to the S & SE Asia Programme. For this reason, a tightening of structural commitments would be indicated in order to make the resources available.

SUPPORT NEEDED

A range of needs were identified in support of the process of change within the Programme. These are presented below as Urgent (needed before 31.12.95) and Medium Term (before 31.12.96).

URGENT

Overall Direction / Guidance

Joint Programming (Participatory Culture)

Networking / Linkages

MEDIUM TERM

Strategic Planning and Programme Development

Fund Raising

Extension to other Countries

Monitoring and Evaluation

Technical Support

Staff induction and Development

Project Design / Architecture

THE WAY AHEAD

The SSEARM felt that the process of change had been less than optimally carried forward partially on account of the difficulties that RSMT experienced in taking some of the hard decisions required.

DESIRABLE MANAGEMENT STRUCTURE

Given these difficulties, the vast size of the region and diversity of interests within the IUCN family, and the modesty of the resources likely to be available to the Programme to respond to potential areas of interest, the SSEARM suggests that a capacity to discern and implement choices must be established for the IUCN Secretariat, within the Region.

This capacity must not only relate to the existing IUCN locations and Programmes, but should take the lead in setting the agenda for the development of a Programme that is responsive also to parts of the Region where IUCN has not, in the past, been active.

The SSEARM feels that these exigencies would best be filled by the establishment of a Regional Office, headed by a Regional Director, reporting to the Director General.

The Regional Director should take responsibility for:

- * catalysing a consultative process involving the membership, commission members, and partners in defining the priorities for the Programme and methods to achieve stated aims;
- * providing guidance to IUCN operations (country offices and project offices) in the region;
- * representing the regional programme within the IUCN hierarchy and outside IUCN;
- * finalizing annual workplans and budgets for the region;
- * lead in the development of programmatic linkages in countries with no IUCN Secretariat presence;

The Regional Office should be conceived as a small, high powered operation, designed to add value to programme initiatives carried forward by Secretariat offices and / or national committee like structures, which should retain principal responsibilities for programme implementation.

INTERIM ARRANGEMENTS

Recognizing that the establishment of a Regional Office and the recruitment of a Regional Director is likely to take some time, and in order to provide the S & SE Asia Regional Programme with clearly charted direction in the meantime, the SSEARM proposes the following interim arrangements.

That an Asia Working Group (AWG) be established. This group should meet quarterly and report to the IUCN Management Board. This group would replace the present RSMT as the senior executive body for the Programme.

It should be composed of a Core group drawn from the present RSMT, and be Chaired by a Member of the IUCN Management Board. It should be able to call upon resource persons as needed.

The broad functions of the AWG would include:

- * Vision articulation and conceptual guidance
- * Defining Programme Development priorities

- * Assessment of desirable Regional Office locations
- * Senior Staff recruitment
- * Annual workplan and budget approval

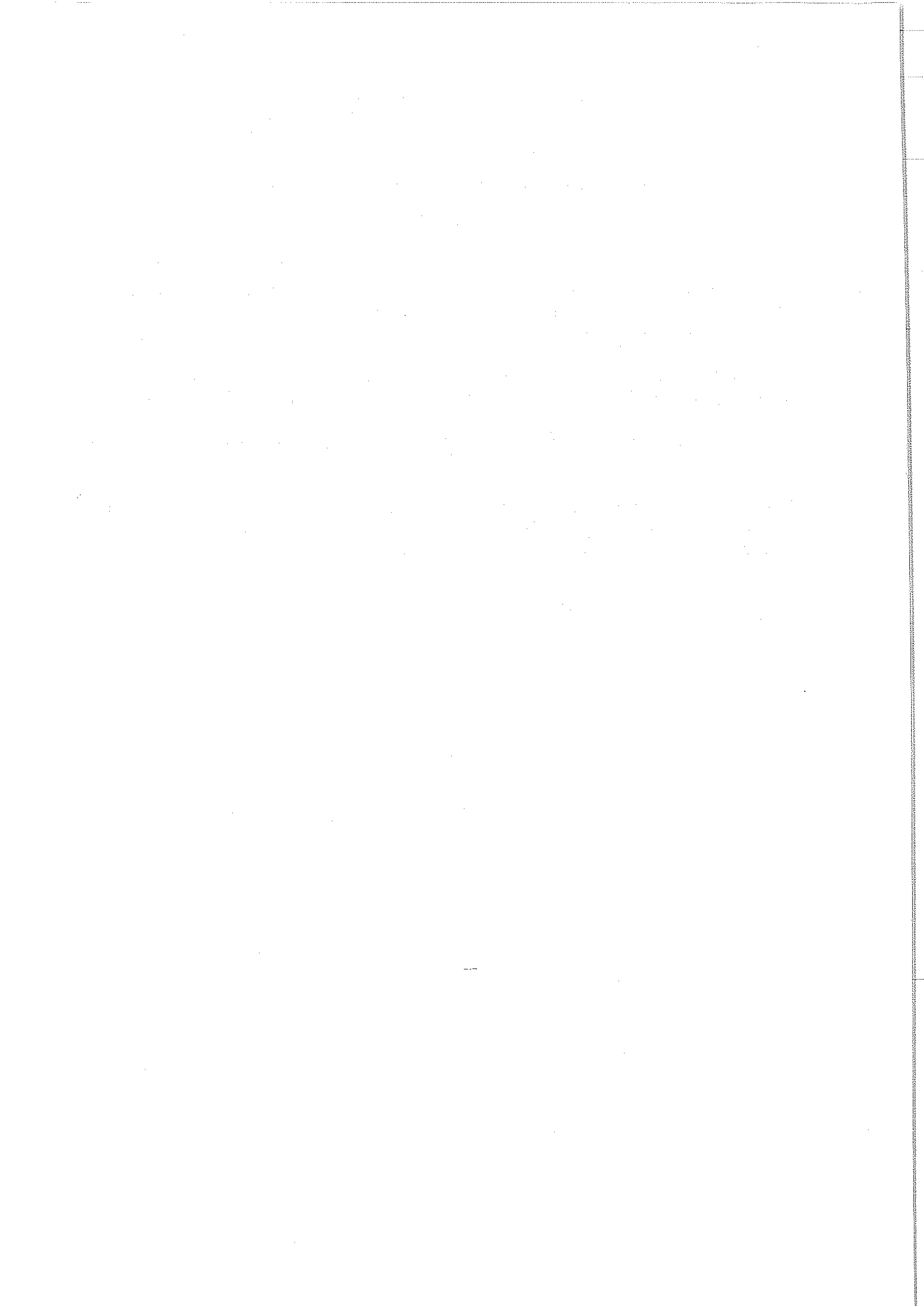
The decisions of the AWG will be articulated in minutes drafted under the responsibility of the Chair.

The AWG should be assisted by a Secretariat. The Secretariat should be assigned responsibility for the implementation of AWG decisions. In this respect it will need to be assigned executive authority.

The Secretariat should also be charged with the coordination of an Asia Support Group, designed to provide the support to the Country Programmes described in the full report.

The Secretariat would report to AWG at its meetings, and in the interim through the Director, RSG.

The AWG and the Secretariat should go out of existence with the appointment of a Regional Director. The ASG should, to the extent possible, be conceived as a resource which would continue to be available to the Programme in the future.



1. INTRODUCTION

The South & South East Asia Review Mission (SSEARM) was organised at the initiative of the Director General following the third meeting (April 1995) of the Asia Regional Secretariat Management Team (RSMT).

A review of the IUCN Programmes in South & South East Asia was called for as it was judged that the region was experiencing particular difficulties in adapting to the changes within IUCN brought on as a result of the accelerated implementation of the dual policies of **Regionalisation** and **Decentralisation**.

RSMT has made substantial progress in team building and mutual understanding. However, it has encountered difficulties in organising itself in a fashion which would allow the effective taking of decisions consistent with adapting to change and setting priorities in a context of financial stringency.

The challenge posed to RSMT to oversee and guide a transition from a set of **HQ directed and discrete activities**, to a set of activities **directed from the region and integrated** has proved to be difficult. This is hardly surprising, as it required asking a group of peers to make decisions which would inevitably compromise the future of some of them.

In order to break this deadlock, the SSEARM (terms of reference attached) was asked to examine the following:

- * present situation, strengths and weaknesses;
- * potential for development;

and to recommend measures for:

- * support required to adapt to changes underway;
- * potential linkages which could be established within the region and with IUCN Programmes and Commission networks outside the region;
- * optimal management structures for the overall guidance of the Programme in the region.

1.1 Conceptual Structure of SSEARM's Inquiry

At each location, and in each meeting with IUCN staff, members, and partners, the mission sought information and viewpoints on the following themes:

CONTEXT

Socio-political aspects
Conservation issues
IUCN's niche / contribution (Secretariat, Commissions and Members)

The PROGRAMME TODAY

Driving concepts
Thematic focus
Skills and capacities
Relationships / partnerships
Programme architecture

ORGANISATIONAL FORMS

How to make Regionalisation and Decentralisation work

1.2 Itinerary

The itinerary was determined by the wish to visit each of the locations identified as management centers in the DG Memo of May 30, and by time constraints.

Thus the SSEARM visited Nepal (5 days), Sri Lanka (2 days), Vietnam (4 days) and Bangkok (3 days).

1.3 Method

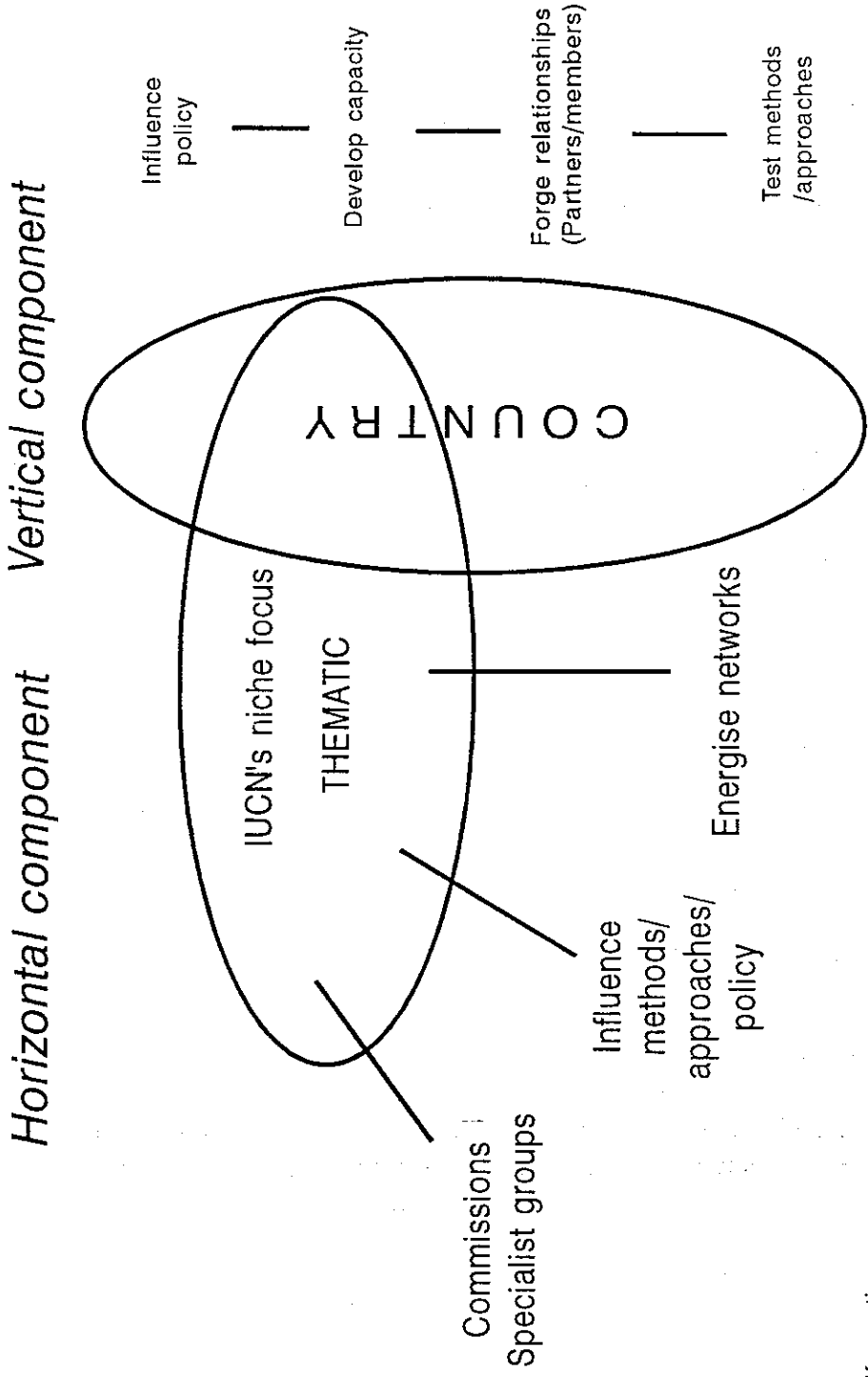
The SSEARM worked on the basis of interviews. It met with a wide range of IUCN staff, Members and partners. In each case, the purpose of the mission was explained, and was followed by an exchange of views around the issues outlined above.

Each evening the members of the SSEARM compared notes, and progressively structured their conclusions.

A final meeting between the RSMT and the SSEARM was held following the location visits, at which the SSEARM presented its initial findings and recommendations. This meeting was Chaired by the IUCN Country Representative for Pakistan, in her capacity as Member of the IUCN Management Board. The Director, Regional Support Group also attended this final debriefing.

The final report was drafted following those discussions.

IUCN Mission - Influence Societies



Key notions:

- Process • Partnership • Dialogue • Influence • Value Added
- Technical Focus/Excellence • Shared vision

1.4 Basis for Opinions and Judgements

In order to formulate its recommendations, the Mission was required to form opinions, and ultimately make judgements which are reflected herein.

These opinions and judgements were formed on the basis of the conceptual framework shown overleaf.

The SSEARM examined the **vertical coherence of Country activities** by exploring the implication of the Programme(s) in **Policy formulation**, and in **methodology (best practice) development**, - and the presence or absence of programmatic linkages between these two levels. It also examined the nature and quality of **relationships and partnerships** forged within the programme, between the IUCN secretariat, members and other locally based institutions, with special attention being given to capacity building.

The **horizontal coherence of thematic activities** was assessed in terms of choice of **technical focus**, **linkages** established and **networks** functioning, and potential for **dissemination** of information and **influence** through the networks.

Programme design issues were discussed, with particular reference to **programme architecture** permitting or preventing integration of the vertical and horizontal dimensions.

A number of other key notions were explored by the mission in assessing the dynamics surrounding the IUCN Programme in the region. These are: **Dialogue**: the extent to which the Secretariat is acting in concert, or in isolation from, local social and institutional dynamics - **Programming process**: the extent to which the choice of programmatic options retained is based upon a step by step analysis of needs and potential capacities of local actors - **Influence**: the extent to which key decision making centers are touched by the results of the technical work of the programmes - **Value Added**: representing a conscious desire not to duplicate efforts or substitute for local institutions, but to add elements to national efforts which would otherwise be absent - **Shared Vision**: the extent to which the vision pursued through the IUCN Programme is shared, and understood, by partner and member organisations.

2. SUMMARY OF FINDINGS

2.1. SOCIO-POLITICAL ASPECTS

The rapidly changing political and socio-economic conditions in South and South East Asia have conditioned the development of IUCN's Programme in the region, and will do so more in the future. A brief review of the issues is therefore presented here.

2.1.1 Economic Development

The economic situation varies greatly within the region. Although agricultural economy is still predominant, strong industrial, manufacturing, commercial and tourism sectors have or are emerging. Developing countries in the region have strong interest in developing industrial economies because potential gains to be derived from investment in the agricultural sector are considered marginal. Furthermore, increasing literacy in the region is creating more demand for jobs that are difficult to create in the agricultural sector. Subsistence agriculture is adapting to the market with improvement in physical infrastructure, and to satisfy the needs of proliferating urban areas.

The rapid, unplanned industrialization and urbanization brings with it adverse environmental impacts viz. solid waste disposal, water pollution, and air pollution. Brown environmental issues are already a serious concern in the region. Solid waste disposal problems and air pollution have reached alarming limits in certain cities (Kathmandu, Bangkok), and the maintenance of water quality is not the least of a range of related issues.

Prosperity levels in different countries will determine the nature of the IUCN Programme. More affluent countries like Thailand and Malaysia do not need financial assistance for conservation. These countries are rich in natural resources and are engaged in both domestic and regional debates on environmental matters. There is always a need for input of neutral and broader outlook into these policy debates and national and regional planning processes. IUCN through its specialist groups, members and partners can catalyze and facilitate the mobilization of technical capacities and provide neutral input to the policy research and development debate.

Less developed countries like Nepal, Sri Lanka, Lao PDR, Cambodia, and Vietnam will continue to need technical and financial assistance in the foreseeable future, and IUCN should continue to play a role in this respect.

2.1.2 Emerging Private Sector

Whether in the middle to high income countries or in low income countries, economic growth is largely driven by the private sector. While the influence of large scale investors on the environment is to a large extent addressed through the internal regulations of multinational and multilateral organisations, the impact of small and medium enterprises is most often overlooked. Yet, these small scale enterprises are proliferating, and collectively having a major impact on natural resource extraction, processing and marketing patterns. The economic rationale for environmentally friendly production procedures has yet to be thoroughly explored, but represents an area of enormous potential conservation significance.

2.1.3 Political developments

Political systems in the region vary from relatively strong democratic governments in India, Indonesia, Malaysia and Thailand to struggling democracies in Sri Lanka, Nepal, and

Bangladesh, Vietnam, Lao PDR, Cambodia, Myanmar have authoritarian regimes.

Administrative systems include strong central authority and various forms of devolution to the provincial, and even, in the case of Nepal, village levels.

The role played by NGOs in the region is equally diversified, and as in the rest of the world, they play an important role in socio-economic development. There are very few NGOs in the countries under authoritarian regimes, while in other countries their relationship with the government has not always been a happy one. However, the situation is gradually improving in the context provided by the move to devolution of prerogatives, and many NGOs have started helping their governments in development activities at the grassroots level. The increase in donor funding to NGOs has resulted in the creation of many ephemeral NGOs that more or less function as consulting firms without roots on the ground and with little or no credibility. There are though NGOs with significant track records that have become important social actors.

While traditionally active in the social sector, many NGOs are now taking keen and active interest in nature conservation and other environmental issues. This is notably due to the recognition that South and South East Asia is still predominantly rural, and that rural well being depends to a significant degree upon the maintenance of a diversified local natural resource base. Some of these NGOs are members of IUCN.

In those countries that need technical assistance, the government and state members will continue to be a major partner of IUCN. However, it is the view of the SSEARM that IUCN needs to make a greater effort to involve NGOs and draw upon their strengths in projects that the Secretariat implements in partnership with government. This will present challenges, but it is an area where the institutional nature of the Union gives IUCN a strong comparative advantage in a domain that no other organisation occupy with such legitimacy. Where the partnerships between governments and NGOs are weak, the major challenge for IUCN will be to initiate a process of dialogue that builds trust among the partners and results and joint programming in the future. The situation in Vietnam is unique where the partnership is with semi-autonomous organizations that enjoy the patronage of the government.

2.1.4 Future Approaches

The mission of IUCN is to influence societies. The approaches pursued to attain this goal must be adjusted to the different social, political, economic, and geographical contexts in which the Union works. Generally, IUCN is expected to provide high quality technical input at planning level, and to assist in building capacity for testing and implementing new approaches and methodologies for conservation.

Within the region, rural communities depend heavily upon natural resources for their livelihood. This, combined with the devolution of responsibility for development processes from the central government to local structures, requires the adoption of participatory approaches for sustainable development at the grassroots level. IUCN is a strong proponent of the these approaches, but

there is lack of capacity in this area within the Programme in S & SE Asia. If rural communities, which still form the majority of the population, are to have a stake in the conservation of nature and natural resources, the new approaches will have to (a) integrate conservation and development practice at the rural level, (b) build capacity of the rural communities to manage the resource base, and (c) empower the communities with respect to access governance.

The policies advocated by IUCN may be accepted and incorporated in the national policies, but these will not work unless IUCN also helps in translation of these policies into practice. In both these areas, the impact of the Programme will largely be conditioned by the degree to which the Secretariat is able to catalyze common reflection and action among its members and partners. Therefore the future challenge will be to develop new programming approaches which can effectively bring a broader constituency to focus their efforts on natural resource conservation, planning and policy objectives.

2.2 CONSERVATION ISSUES

South and South East Asia is not only characterized by rapid economic growth and high population but also by its high biodiversity values. The diverse biophysical and socio-economic situation poses great challenges for conservation, and the potential environmental agenda is enormous. IUCN will have to carefully define its thematic niche on the basis of a comparative advantage and value added analysis.

While the nature of environmental problems varies greatly from country to country, the SSEARM was able to identify some common denominators and distil some cross cutting themes that are of common interest and where IUCN is seen as being uniquely placed to contribute. The major issues that emerged during field visits and discussions are given in the country reports annexed to this report. A brief overview is presented here.

2.2.1 Environmental Awareness

Although there is now wide global acceptance of the need to factor conservation into development ambitions, the level of awareness about environmental issues, commitment to conservation and mitigation of adverse environmental impacts varies considerably from country to country. Many countries now have National Conservation Strategies, often developed with the support of external assistance. IUCN has been active in helping partners in formulating and implementing these strategies, notably in Nepal and Vietnam.

In spite of these efforts, heavy pressures for rapid socio-economic development still tend to put environmental considerations on the back burner. Awareness at higher levels appears to be superficial, and largely the result of global debate on these matters. It has not been translated into strong national political commitment.

2.2.2 Biodiversity and Conservation of Natural Resources

Conservation of biodiversity is a relatively new on the environmental scene in S & SE Asia but one that is receiving a lot of attention through the projects that are funded largely from the Global Environmental Facility. Work to date has focussed on planning and documentation. There has been little or no active conservation of biodiversity *per se* within the Programme. The sustainable use of non-timber forest products initiated by IUCN in the Philippines, and Lao PDR can be considered steps in this direction.

Asia as a whole is hot spot of biodiversity. In Sri Lanka alone, the south-western quarter of the country is considered to be one of the 18 global hot spots of biodiversity. New mammals have recently been discovered in Lao PDR and Vietnam through the work of IUCN and WWF (the main credit being taken by WWF). If such large animals have escaped attention for so long, there must be many more species waiting to be discovered in Asia.

Biodiversity Conservation plans have so far focused heavily on the protected areas. Biodiversity conservation outside protected areas has not received much attention, although clearly some of the greatest challenges lie in this area, notably through the integration of biodiversity values into rural development schemes. Future biodiversity work requires documentation on endangered species, identification of their habitat requirements, and development of appropriate policies and approaches for their conservation through participatory land use planning approaches. Another area deserving attention is trade and sustainable harvesting of wildlife.

2.2.3 Parks and People

Park management in the region has to date principally been based upon the North American exclusion model. This is clearly not adaptable as is to prevailing demographic and land use conditions in the region. Consequently, either the protected areas are protected only in name or protection is enforced by the Army, as is the case in Nepal. There is heavy population pressure on the existing parks, and promises to abolish parks and transfer the land to the public becomes an attractive slogan during elections (e. g. Nepal). Furthermore ever increasing demand to meet the subsistence needs of expanding population makes it difficult to set aside additional areas for conservation.

Protected Area policy will have to be reformulated to suit the socio-economic realities of the region. Although, in some cases, the governments have formulated policies (Nepal) to share the income from parks with people in the buffer zone, and limited use of natural resources in the buffer zones of Sri Lanka is under consideration, the mechanisms to translate these intentions into practice do not exist. There is also a lack of clear understanding of the buffer zone concept. The survival and future management of the protected areas requires the articulation of a synergy between the people and the parks. This is a major conservation issue and needs urgent attention.

Rural populations are finding it exceedingly difficult to subsist on agriculture and there is an increasing reliance on supplemental income form off-farm activities. In view of the fact that

subsistence agriculture is becoming less and less viable, alternative uses of natural resources must be explored, and Parks cannot be excluded from this process. The feasibility and viability of obtaining income from Parks has been explored in the Anapurna Conservation Area Project of Nepal. This offers opportunities to catalyze similar initiatives in other ecosystems where, without such schemes, land cannot be found or set aside for Protection.

2.2.4 Restoration of Degraded Ecosystems

The natural resource base in many parts of Asia has deteriorated over wide areas for a variety of reasons. The Middle Hills of Nepal have deteriorated under pressure of growing farmlands to accommodate an increasing rural population. A large number of donor assisted projects have made successful community forestry interventions in the Middle Hills. The high hill forests of Nepal are degrading from over-exploitation for firewood. The tea plantations in Sri Lanka have degraded for lack of proper management and there are plans for reforestation of some tea estates which are being transferred to the private sector. Some of the melaleuca forests in the wetlands of Vietnam were destroyed by "Agent Orange". The mangrove forests in Vietnam are deteriorating fast due to shifting prawn culture. The stable terrestrial coastal ecosystems of Vietnam have turned into sand dunes and now require rehabilitation. There are many other similar examples in the region.

There is no easy "technical fix" for the restoration of degraded ecosystems. The ecological changes and the evolving socio-cultural environment poses new challenges for restoration work. Many restoration efforts in different parts of the world have proved unsuccessful not for lack of appropriate technology but because they have ignored the human factor. Future restoration efforts will have to be based not only on technical solutions but take into consideration social and economic aspects. Biodiversity values will have to be built into this equation. The restoration of degraded ecosystems is a big challenge and IUCN should play an active role in developing and promoting a new culture of "restoration ecology" that is socially acceptable, economically viable, and technically feasible.

Management of natural resources has long been the domain of the public sector alone. Rural populations are major actors in the use of the natural resources and any efforts that do not involve them in the management and rehabilitation of natural resources are not likely to be successful and sustainable. IUCN is big proponent of participatory approaches, and this is reflected in many of its projects. However, this is an area that is not well understood with little capacity within IUCN. Substantial capacity exists however within other organisations in the region, and beyond that could be drawn upon. This will be especially important for future interventions in Asia, and therefore should figure high on the future conservation agenda of the region.

2.2.5 Trans-Frontier Conservation Issues

The mobility of wild fauna, and commercial interests combine to form conservation issues that involve more than one country. These issues rarely receive the attention of national

governments. IUCN can provide a useful forum for dialogue on these issues and facilitate the adoption of acceptable solutions. Some examples of the trans-frontier issues that emerged during SSEARM are:

- smuggling of geese from Vietnam to China
- Orangutan from Indonesia to Thailand via Lao
- timber smuggling from Nepal to India
- wildlife movements across frontiers

2.3 THE PROGRAMME TODAY

Attached notes on Nepal, Sri Lanka and Vietnam (see Annexures 1 - 3) provide the SSEARM's complete assessment of the situation in these countries.

This section of the report highlights the principal findings for the three above mentioned countries and the operations managed from the Bangkok Regional Coordination Office in terms of the desirable changes in orientations and support required to achieve these.

2.3.1 General Summary

The oldest country office is Sri Lanka, which was established in 1991. The country office in Bangladesh was established in 1992. Whereas MOUs establishing Country Offices have been signed with the governments of Nepal (1994) and Vietnam (1993), the country representatives have yet to be selected and posted. In Nepal, the senior Technical Advisor also wears the hat of CR, and a Programme Coordinator is operating in Vietnam. There is an NCS office in Vietnam, under a project funded by SIDA. There are two projects and one Liaison Office in Lao PDR and one project office each in Cambodia, and Philippines. The Bangkok office that was originally established in 1992 to coordinate the wetlands programme, was made the focal point for regional coordination when the decentralization process was initiated by the HQ in late 1994.

A review of the country programmes and discussions with the members and partners provided a fairly good overview of how well the secretariat staff understands the mission of the Union, how they relate with the members and the Commissions, and the financial health of the country programmes.

The country and project offices have been functioning in isolation from each other for a long time. There has been little sharing of regional experiences, and, until recently, little or no interaction or exchange among the country programmes. The only communication line was to a focal point in HQ. The tendency has been to think in terms of discrete activities, rather than systematically seeking to link them to achieve a wider goal. This presented aggregation problems when the decentralisation process started.

Generally speaking IUCN has an established reputation for technical excellence. However, IUCN also has a reputation for lacking hands-on practical experience, and an ability to bridge the gap

between policy and action. There is also a general tendency to look inward rather than outward, in particular in Nepal and Sri Lanka. However, through discussions with the SSEARM, the staff did recognize the need to adjust and expressed desire for outside support to facilitate the change.

Most staff has not had prior work experience in the Union, and generally have lacked exposure and understanding of the mission and vision of IUCN.

2.3.2 Members and partners

Interaction between the secretariat and members and partners has been weak.

Other than being members of a prestigious organization, most members saw no other advantage accruing to them. They are all doing good things in their own right, but expressed strong desire for an intellectual exchange with the secretariat and other IUCN members and commissions. Most expressed strong need for IUCN to contribute to their capacity to play a wider and more effective role in conservation, and assistance in fund raising.

The SSEARM visited with several of these members and partners. While there has been very little joint programming between the members and the secretariat in the past, this has recently started to change. The Vietnam Office has good interaction with local scientific networks, and a number of joint project proposals are in the pipe line awaiting funding. Similarly the Bangladesh office has in place a system for regular dialogue with the members and partners. The members meet regularly on monthly basis, rotating meetings between country office and IUCN Committee Office.

2.3.3 Commissions

There are some 900 commission members in the region, but linkages to the Regional Programme are weak. It is beyond the scope of this mission to examine the situation in any detail, but the mission would like to flag this as an important issue. Stronger linkages can bring about the desired synergy in the work of the Union to achieve its mission.

2.3.4 Other networks

If IUCN is to remain at the cutting edge of the conservation and development debate in S & SE Asia, it must reorient itself to become a learning organization. It should build not only on its own experiences but learn from what is going on around it. These objectives can be achieved through instituting mechanisms for internal monitoring and evaluation, and networking with other institutions and organizations. SSEARM did not find much evidence of secretariat linkages with national and regional institutions. In order to add value to the programmes, networking among secretariat, commissions and specialist groups, the members and partners, and other individuals and organizations that have expertise or interest in conservation should be an important consideration in the future working of the Union in the region.

2.3.5 Project Architecture

The tendency on the part of the secretariat to think in discrete terms is reflected in the "architecture" of its projects. These tend to focus on achievement of tasks by the Secretariat without explicit linkages to national political and institutional dynamics and strengths, and without systematically seeking and identifying linkages to thematically similar action-research initiatives elsewhere. These dimensions can be built into project structures by explicitly designing-in these requirements.

While IUCN projects generally have a well defined entry point, they lack mechanisms to ensure internalization by the partners of the lessons learnt. If the projects are to contribute towards achievement of the mission of the Union, then the project architecture needs to incorporate wider objectives, clearly defined sustainability features, and phase out mechanisms.

Most IUCN projects are difficult practically and conceptually, in particular because of dilemmas faced in making explicit linkages between conservation and development. Progress is also invariably dependent on making effective partnerships. For these and other reasons, project design needs to take account of the following :

- * Development of an evaluative culture, that includes:
 - On-going monitoring and evaluation
 - Publication of discussion papers
 - Documentation of process
- * Regional exchanges, networking, and contributions to training and policy development activities in and outside the project, including Commission linkages
- * Staff induction
- * Flexibility to adapt to evolving understanding and processes
- * Project budgets should identify components that contribute to networking, administration and overhead costs outside those required explicitly for project activities

2.3.6 Extension of Programme to New Countries

While there is a national IUCN committee in India, there is no such IUCN presence in Bhutan, Indonesia, Malaysia, Myanmar and Thailand. Some of these countries have a rich diversity of natural resources. Like other countries in the region, these countries are understandably concerned about linking development with conservation and preventing environmental disasters. The high income countries are role models for other countries in the region, and therefore if their economic and environmental policies are integrated, it can be a good model for others to

emulate. Therefore both in the interest of nature conservation, and to influence the environmental policies in the region, it is imperative that the Union plays its due role in all countries of the region.

The optics of extension to other countries have to be carefully thought through. It is clear that the posture of IUCN will be different from that it has in countries where technical assistance predominates. The process will be progressive and should initially focus upon bringing Members, Commission members and other interested parties into contact with the Programme through the development of networks associated with the principal conservation issues which will emerge from Members' consultations.

There are opportunities available within the Programme to reach out to these countries where the IUCN Regional Programme has yet to establish itself.

For the record, these opportunities are:

- * Species conservation and trade initiatives funded by NWF;
- * Biodiversity Convention implementation initiatives funded by the BMZ Trust Fund;
- * Non-timber forest products network funded under the IUCN Forest Programme.

The funds are there, but the projects will have to be explicitly managed to maximize their outreach.

2.3.7 Notes on IUCN Secretariat Programmes in the locations visited

Nepal

The Nepal programme is regarded as being of high technical quality, but isolated from the wider conservation community (governmental and non-governmental). The NCS and Biodiversity projects, funded by Swiss Development Cooperation, and which provide the majority of the resources available to the IUCN Programme in Nepal, are scheduled to terminate in December of 1996.

The future of the IUCN Programme in Nepal depends upon the successful negotiation of follow-up projects to take effect as of January 1, 1997.

The technical credibility of the IUCN office, and the desire of the funding partner and the governmental partners to see the momentum maintained bode well for the future.

However, the design of these activities will have to be substantially re-vamped if the negotiations are to be successfully concluded. The future of IUCN in Nepal depends upon a successful conclusion, as the remainder of the project portfolio is not sufficient to justify a continued

presence.

The re-design will have to take account of the following parameters:

- * Identification of mechanisms for the methodological work accomplished (EIA guidelines, awareness raising materials, local level planning methodologies) to be disseminated widely to governmental and non-governmental entities.
- * IUCN should not play, in this respect, an implementing role, but should look to establishing partnerships with local institutions.
- * Clear identification of the Country Office role and resources, and the establishment of transparent boundaries between these resources and associated prerogatives and those of partner organisations.

IUCN Nepal should embark, without delay, in a staged process aimed at defining the contours of a National Programme to take effect on 1 January 1997, and developing funding proposals which correspond to the parameters outlined above.

This process should include the following steps:

1. **To end November 1995** Informal consultations with the NPC, the SDC, and selected members and line ministries, with a view to clarifying the role and functions for IUCN in the future.
2. **December 1995 - January 1996** Broad brainstorming involving IUCN Members and a range of partners with a view to identifying the desirable programmatic focus for the future IUCN Programme, and the range of capacities and skills potentially available for the implementation of a future programme.
3. **January 1996** Drafting of a discussion paper to be used as an input to the evaluation of the NCS and Biodiversity projects, scheduled for February 1996.
4. **February 1996** Evaluation of the NCS / Biodiversity Projects
5. **March - June 1996** Staged programming process, driven by the IUCN office but involving a range of appropriate partners aimed at defining a shared programme of work and a funding proposal.

Outside IUCN support / participation will be required to assist in steps 2 - 5. This should include facilitation and punctual input into the brainstorming process, full time participation in the evaluation, and punctual support to the subsequent joint programming exercise.

Liaison with the SDC in Berne during the entire process will also be necessary.

Should the perspectives be judged to be positive after the evaluation, a process of recruitment of a Country Representative should be engaged, with a view to having her/him on board as soon as possible thereafter.

Sri Lanka

The Sri Lanka programme likewise enjoys a solid reputation for technical credibility. It has worked in the past primarily with the Forest Department and has contributed to the development of a wider conservation consciousness within the Department.

The Programme has focussed almost exclusively on this relationship, and has thus not developed a broad set of institutional relationships nor a range of thematic interests.

For these reasons, the Programme is isolated also from the majority of IUCN Members in the country, and the Programme not responsive to their views of priority issues.

A healthy project portfolio allows IUCN Sri Lanka to adapt to the requirement to review its working relationships without major upset.

The IUCN Sri Lanka office should initiate a process, associated with the formulation of the 1997 - 1999 triennial programme, responding to the following parameters:

1. Engaging in a dialogue with members on priorities and future programme development.
2. Move towards defining activities able to test the results of studies through field level implementation. This should include particular attention to, and support for participatory methodologies.
3. Engage in joint programming and shared implementation discussions with members and partners.
4. Explore and exploit potential linkages to regional and IUCN global networks.

Outside IUCN support / participation will be required in the area of developing participatory approaches to field action, and in assisting with the design of joint implementation schemes and establishing networking linkages.

Vietnam

The Vietnam programme is well conceived and well linked to national technical and scientific networks. The programme is designed with the full involvement of a range of partners, with the IUCN office's role essentially one of catalysing, coordinating, and monitoring.

The programme design is well balanced in terms of policy and practice, corresponds to a

thorough analysis of the national context, and thus identifies comparative advantage and value added clearly.

The conceptual strength of the programme has yet however to be put to the real test of implementation. Several projects are now under consideration by funding sources and the prospects appear to be good. Assuming that 50% come through, the IUCN operation will be in good fiscal health.

Outside IUCN Support / participation will be required in the short term in donor follow-up, and if successful with international recruitment. In the longer term, overall advice, guidance, and monitoring on a regular basis should be maintained, as well as assistance in establishing linkages to regional and international networks.

Cambodia

The IUCN operation in Cambodia amounts to the presence of one person. An outstanding job done over the past few years, under difficult circumstances and with meager support from the wider IUCN family, has allowed IUCN's name to become associated with the re-establishment of a conservation agenda in the country, notably through a key advisory role on Protected Area establishment, conservation legislation and drafting of statements on these issues for the Minister of Environment.

Discussions are presently underway with AUSAID to secure further funding to maintain the post of IUCN Liaison Officer in Pnom Penh.

The stage set in 1993 through the publication of the "King's Decree on Protected Areas", and the follow-up work in drafting management plans for selected Protected Areas (TA to UNDP), biodiversity surveys (for SSC) carried out in 1994, should allow the programme in Cambodia to move from punctual support for field implementation in the context of programmes defined by others, to a more systematic effort at achieving a clear role at the policy level. This will require in particular the development of partnerships with other institutions active at the field level, and notably WWF (US), WRI, and IDRC.

Having demonstrated the value of "on line conservation advice", IUCN should focus now upon the building of capacity, within government structures - both at the central and provincial levels - to integrate and deliver land use planning approaches inclusive of conservation values.

Outside IUCN Support / participation should include:

1. **Multisource Strategic Planning assistance.** The IUCN office in Cambodia should launch a consultative strategic planning process, and should receive conceptual support in this effort from the wider IUCN family.
2. **Inclusion of the Liaison Office in discussions on vision, approach, and programme, and**

moral support.

3. Assistance with linkages to regional and international networks.
4. Identification of programmatic support required, and the timely delivery of same.

Failing this, IUCN risks losing the loyalty of the incumbent. This would be a great loss.

The Cambodia operation is low cost for big value. It should be supported and developed, though without upsetting the effective and deliberate pace established. The SSC/Asia position could be posted here.

Lao PDR

The major emphasis for IUCN in Lao PDR has been on the implementation of field projects. In the absence of a non-governmental sector, partnerships are effectively limited to government. The relationship has not been particularly close, though this is improving lately with the funding of two major projects in the last six months.

The establishment of these two project may provide a momentum for developing a Country Programme in the future, but this remains to be seen, and will require an analysis of the context within which this might take place.

While prudently opening up to the "market", a lethargic bureaucracy nonetheless maintains close political control of the process. This control is exercised at the central level as well as at the Provincial level, to where authority for forest management has been transferred under the terms of a recent decree. Natural resource management issues, and notably community involvement in these, are closely intertwined with highly charged political issues, and most notably the sedentarisation of shifting cultivators.

Lao PDR still boasts a high forest cover and is of significant biodiversity interest. Through its work in the Forestry sector since 1987, IUCN has played a key role in the formal establishment of Protected Areas in Lao PDR, which now total 11% of the land area.

Through the two recently funded projects (Non-Timber Forest Products and Biodiversity Conservation) IUCN's work in Lao PDR will focus upon field level exploration of approaches to Non-Timber Forest Product management, buffer zone establishment and sustainable use strategies. IUCN Vientiane does not anticipate, at this juncture, the development of a policy role at the central level, except insofar as called for by the experiences of the field projects.

That being said, there are a number of issues around which such a policy role could develop in the future. Among these are:

- * Support to the Community Forest Support Unit of the Ministry of Agriculture and

Forestry charged with overseeing the transfer of forest areas to community based management;

- * Environmental Impact Assessment of the proposed road links between Vietnam and Thailand, which will pass through Lao PDR and open up vast areas of forest to potential exploitation;
- * Mekong river basin development, including analysing the implications for conservation of the projected hydropower investments;
- * Wildlife trade with Thailand and China.

There is at present no indication from the Lao PDR side that a role is sought for IUCN on these issues.

The projects as designed do not provide for adequate overheads and supervision costs, and can therefore not support a fully staffed office.

The SSEARM recommends that the decision to consider Lao as a project location should be confirmed, but that provision be made to retain the possibility of responding to opportunities in the above areas should these materialize in the future.

Outside IUCN support / participation should include overall guidance to the project Technical Advisors, periodic supervision and support missions, progress monitoring, and the establishment of linkages to regional and international networks, notably in connection with the NTFP work underway.

Bangladesh

The Programme in Bangladesh is composed essentially of IUCN Technical Assistance to the NCS implementation process, operated by the Ministry of Environment.

The IUCN Country Office has been established in Bangladesh since the signature of a MOU in 1992. IUCN is registered locally with the NGO Bureau.

The principal programmatic partnership of IUCN in Bangladesh has been with the Ministry of Environment and Forests, under the NCS, and in which IUCN has contributed to the development of Sector Papers covering the various aspects of Environmental planning, and in forging an operational synthesis of these. The present agreement, providing for IUCN Technical Assistance to the NCS Implementation Phase, covers the period from 1995 - 1999.

The National government is still the principal operator for Natural resources management *per se*, although Bangladesh boasts a strong and well established NGO community in the social development sectors. The NGO community is increasingly voicing concerns related to the

conservation of a productive natural resource base, and this could provide an opportunity for IUCN to expand its membership base and the scope of its programme.

The IUCN Country Office has recently been selected as Secretary to two coordination groups in Dhaka, the Bangladesh Biodiversity Group and the Conservation and Sustainable Development Network. These groups bring together the principal international and national actors in the field of social and economic development. They represent a vast array of skills and capabilities with which the Country Programme is well poised to develop programmatic partnerships.

Thematic areas around which such partnerships could develop include:

- * Biodiversity conservation outside Protected Areas;
- * Public awareness materials development (only 30% literacy);
- * Integration of indigenous peoples and their knowledge into conservation planning;
- * Obtaining the active participation of youth and women's groups in conservation initiatives;
- * Environmental impact assessment procedures;
- * Participatory planning procedures under the ongoing devolution of authority to district and sub-district entities.

The recruitment of a new Country Representative in January 1995 has marked a new turn for the Programme. An effective dialogue has been established with IUCN Members and a range of partners in the country, and a number of micro-activities run in a collaborative mode.

The financial situation of the Programme is healthy based on NCS income, scheduled to 1998.

Outside IUCN Support / participation, which in the past has been minimal, should be increased. It should take the form of overall guidance and supervision missions, technical support and seed money for programme development, specifically joint programming, and linkages to regional and international networks.

Philippines

The Programme in the Philippines consists of one project. This is currently being negotiated through to a second phase scheduled to begin in March 1996. Should this be successfully concluded a senior advisor will have to be recruited.

Although it is not recommended that a national Programme for the Philippines be explored at this stage, there may be grounds for embarking upon a "sub-national" Programme for Palawan.

Indeed, contacts at all levels within the province are good, the province is the last substantial repository of biodiversity in the Philippines, and the project overheads could provide a springboard to develop further partnerships.

The situation should be reviewed in early 1996, and a decision made as to whether to go in this direction, or to limit our involvement to the single project.

Outside IUCN support / participation, which in past years has been provided by the IUCN Forests Programme, should continue as such up to an including the launching of the next Project Phase. In addition, the Project should be integrated into the NTFP network presently being constituted. In the event that a sub-national Programme emerges as a useful option, Strategic Planning support would be needed.

Bangkok

The Bangkok office has taken on its role as administrative center for the South and South East Asia Programme, and appears to be functioning well in this respect.

At present however, the office appears to be able to add little of substantive programmatic value. Although established initially in 1991 with Wetlands Programme funds, the office has not been successful in securing long-term support for the programme of wetlands work that it has proposed.

In the light of the restructuring of the S & SE Asia programme that is now underway, it is unlikely that this specific technical wetlands regional capacity will be needed. Accordingly, technical activities presently being planned for Bangkok could therefore be re-distributed to other locations. This includes: some small wetlands activities, and the regional project on Biodiversity Convention implementation support.

The posting of an SSC regional officer to the Bangkok office has also been planned. This should be re-visited and consideration given to a posting in Cambodia, Vietnam, or Laos.

The Bangkok office could retain the management of membership relations for the region, with guidance as needed from outside.

Pending an assessment of the profile and location for a regional office, **outside IUCN support** will essentially be required with respect to the administrative systems being operated from Bangkok on behalf of the region.

The Bangkok office has had no mandate to develop relations in Thailand, and consequently no substantive programmatic contacts have been established.

Regional Secretariat Management Team (RSMT)

The RSMT was established by the Heads of IUCN operations in South and South East Asia as a consequence of Time to Choose. The self-organisation that followed was a difficult process. The mission considers that this was inevitable, given the initial conditions prevailing in October 1994.

What was at the time a series of isolated national programmes and projects, with no common history and ill-versed in the culture of IUCN, were asked to forge a common and mutually supportive identity. However, this took place under pressures of time and for resources that would strained the best of relationships.

While this fact has largely accounted for the lack of clear direction which the SSEARM perceived for the S & SE Asia programme as a whole, the SSEARM was also given to understand that the process of information exchange and team building engaged by RSMT over the past year has produced some tangible results, notably agreement upon administrative procedures and the identification of focal points for a series of thematic areas of concern.

In the view of the SSEARM, it would be wrong not to allow the team building process to evolve further. At the same time it is clear that RSMT, as it has functioned to date, is not able either to forge a "strong consensus" on regional issues, nor is it able to determine and have implemented the changes necessary at the level of country programmes. Action to address these weaknesses is therefore called for.

3. THE WAY AHEAD

There are elements of a good programme in the region that can make a significant contribution to the vision and mandate of the Union. Bringing this to fruition will require direction and support.

This is recognized in the region. The support required has been defined by the regional staff and presented in the Notes on locations above. In addition, generic definitions of support required were defined in terms of capacities which could be established on a regional basis. These are:

Urgent

- * **Guidance**
 - Single Source vision articulation
 - Multisource for programmes and projects
- * **Joint Programming processes**
- * **Establish linkages to Technical Networks**

Medium term (6-18 months)

- * Philosophical/technical guidance - multisource
- * Coordination with donors / Governments - multisource
- * Realistic assessment of local/regional/international IUCN skills/capacities
- * Realistic assessment of local/non-IUCN Partner skills/capacities
- * Roster of Resource Persons
- * Financial resources for the programme (including assistance in identifying donors and follow up)
- * Provision of more in-office technical support (manpower)
- * Induction training of staff
- * Staff development
- * Resource Centre for national offices
- * Strategy for extension of programme into other countries (eg India, Malaysia, Indonesia)
- * Developing a methodology and implementing effective programme M&E
- * Assistance in project/programme formulation (IUCN vision and methods)
- * Support for Membership interaction

The process of transition suggested by these requirements is going to demand concerted action and the establishment of a regional capacity able to deliver. Bearing this in mind, the SSEARM proposes the following long-term and interim Management Structures.

3.1 DESIRABLE MANAGEMENT STRUCTURES

The SSEARM has not felt itself bound by any particular model already in existence within IUCN in considering the matter of desirable management structures for the South & South East Asia region. The context for the Programme is particular, as are the strengths and weaknesses of IUCN in the region.

The management of the Programme should take account of the experience gained through RSMT, notably the development of a common culture and the potential such a forum holds for programme integration and network building.

Good management however must also allow decisions to be taken in a timely manner, must not need to rely systematically on consensus, and must foresee mechanisms and capacities for the implementation of decisions. These are now lacking in the region.

SSEARM has also considered the requirements in terms of management structures of the imperative to bring the Programme into a greater level of relevance to Conservation issues in countries of the region where the IUCN Secretariat has no physical presence, and of the need to provide for the region a capacity to speak with a single voice on matters requiring representation to the outside world.

It is proposed that a Regional Office for South and South East Asia be established, headed by a Regional Director reporting to the DG.

It is proposed that decentralisation of Programme development and implementation prerogatives to the Country level be maintained where such a capacity exists. In this sense, the SSEARM does not propose that a reduction in Country Office prerogatives be effected, but that the Regional Office should be viewed as adding capacity to the overall IUCN Programme in the region.

The Regional Director should act as Chair of a deliberative body (RSMT), and take responsibility for the articulation of decisions which have not emerged by consensus. A monitoring and evaluation capacity within the region, working to the Regional Director, will ensure timely and effective implementation.

Country representatives would report through the Regional Director.

A number of assumptions have been made:

- * Other than with respect to agreed and programmed administrative, monitoring, and budgetary functions, the Regional Office would not have executive responsibilities related to Country Programme implementation.
- * The Regional Office should take responsibility for oversight of mechanisms established to aggregate financial, budgetary, and programme information for inclusion in the global systems of IUCN. The capacities to do so need not be co-located with the Regional Office.
- * The capacities established within the Regional Office should correspond to the following criteria:

- i) they should represent a **value added** to the capacities present at the country level (whether through IUCN Secretariat offices or through National Committee like structures). A monitoring and evaluation capacity would fall under this criteria, as would a capacity to participate in, and influence, debates at the regional or global levels, such as within the ASEAN context or on CITES trade issues for example.
- ii) The Regional office should take the lead in building linkages, through the Commission networks or National Committee like structures, in countries where there is no IUCN Office established. The Regional Office would take responsibility, on behalf of the region, for articulating priorities in this respect.
- iii) resourcing of the Regional Office should be organised in such a manner that, except for aggregation and specified value added functions, resources are not drawn from national operations. This implies that a fund-raising strategy for the Office be developed concurrently with the Programmatic discussion process.

* It should be underlined here that, in the view of the SSEARM, growth of the IUCN Programme in the S & SE Asia region would continue to take place primarily at the country level. Indeed, whether through the programmes operated through Country Offices and Secretariat-led projects, or on the basis of programmes developed through National Committee like structures, investment in the development of appropriate programmatic capacities should target national groupings, with the Regional Office maintaining a high powered, but lean profile.

A **Programme Advisory Council**, culled from within the regional membership and Commissions, should be established as a consultative body to assist the Regional Director in guiding the Programme.

There has been some discussion of whether two regional offices, one for South Asia and one for South East Asia, might not be more appropriate given the diversity and size of the region. The SSEARM feels that this debate should be put off to the future, and notably to let the networks and membership structures develop so as to blend secretariat capacities with the exigencies of these.

The SSEARM has taken note of considerable reticence on the part of some of their interlocutors with the Regional Office model outlined above. They feel that this would deprive them of a direct line to the Director General, and increase the hierarchy, thereby complicating the effective conduct of business.

The SSEARM disagrees on the following grounds:

1. A multiplicity of direct lines confuses, rather than clarifies the path to cohesion and strength.

2. The principal emphasis at this stage in the development of this Programme, indeed of the Secretariat as a whole, should be on the establishment of a consultative and learning internal culture, and participatory decision preparatory processes.
3. This model retains the positive elements of collegiality which have developed, but gets around the inability of the group to take hard decisions by consensus.

The SSEARM has noted, and described elsewhere in this report, a number of areas where rapid remedial action is necessary to get operations on a track consistent with the present orientations defined by the General Assembly.

Given the contrast between on the one hand the vast size of the region, the diversity of needs, interests and inclinations of the IUCN membership and the rapid political and socio-economic evolution of the region, and on the other the modesty of the organisational means available to IUCN on the other, the SSEARM feels that a series of hard choices in terms of priorities and approaches will continually be required if IUCN is to become and remain an effective player on the regional scene. The SSEARM does not feel that a committee, such as the presently constituted RSMT, can assume this challenge.

3.2 INTERIM ARRANGEMENTS

While the SSEARM feels that the process of defining more precisely the role of the Regional Office, and the corollary process of recruitment of a Regional Director, should be engaged without delay, it recognizes that this is likely to take some time.

There are a number of pressing issues facing IUCN in the region that cannot await to implementation of the suggested model. These have been referred to in this report, and include:

- * clear and unambiguous articulation of the new directions and vision for IUCN;
- * the need to re-focus the Programme's emphasis from technical advice and planning to one encompassing increased action through the development of partnerships and joint initiatives with members;
- * thorough revision, on the above basis, of Programme and project architecture, building in capacities for networking and monitoring and evaluation.

In order to address these required changes without undue delay, and with a view to building necessary capacity in the region for the future, the following measures are proposed:

1. Establishment of a S & SE ASIA WORKING GROUP (AWG).

This group should meet quarterly until such time as a Regional Director is able to take over. This first meeting could take place in association with the next Regional Members'

meeting scheduled for 30 October to 1 November 1995.

The responsibilities of the group will include:

- * Articulation of a vision statement to guide the Programme, and the managers of this programme.
- * Establishment of Programme supervision priorities, criteria and procedures.
- * Overall Programme direction, including budgetary allocations.
- * Senior staff recruitment.
- * Direct Regional Office profile and location exploration.

This group should be composed of a core body drawn from the present RSMT. It should be Chaired by a member of the IUCN Management Board, with a Vice-Chair from RSMT. The Chair will fix the agenda, and articulate the decisions of the group.

The RSMT, during the debriefing session, argued strongly for including all the present RSMT in this group. The principal reason put forward was that this would allow the team building efforts to date, which although difficult had begun to make some headway, to continue. Additionally, those excluded would be penalized while the responsibility for RSMT's shortcomings is shared by the whole group. It was finally felt by the SSEARM that this issue should be decided following consultations which could take place during FMF.

A **Secretariat** to the S & SE Asia AWG should be established. The secretariat will receive instructions from the AWG, which will identify the tasks required for implementation of AWG decisions. The Secretariat should be held accountable for the timely execution of these tasks. It will assure administrative oversight and day to day guidance to non-country office locations on behalf of the AWG.

Country Offices would report to AWG through the Secretariat.

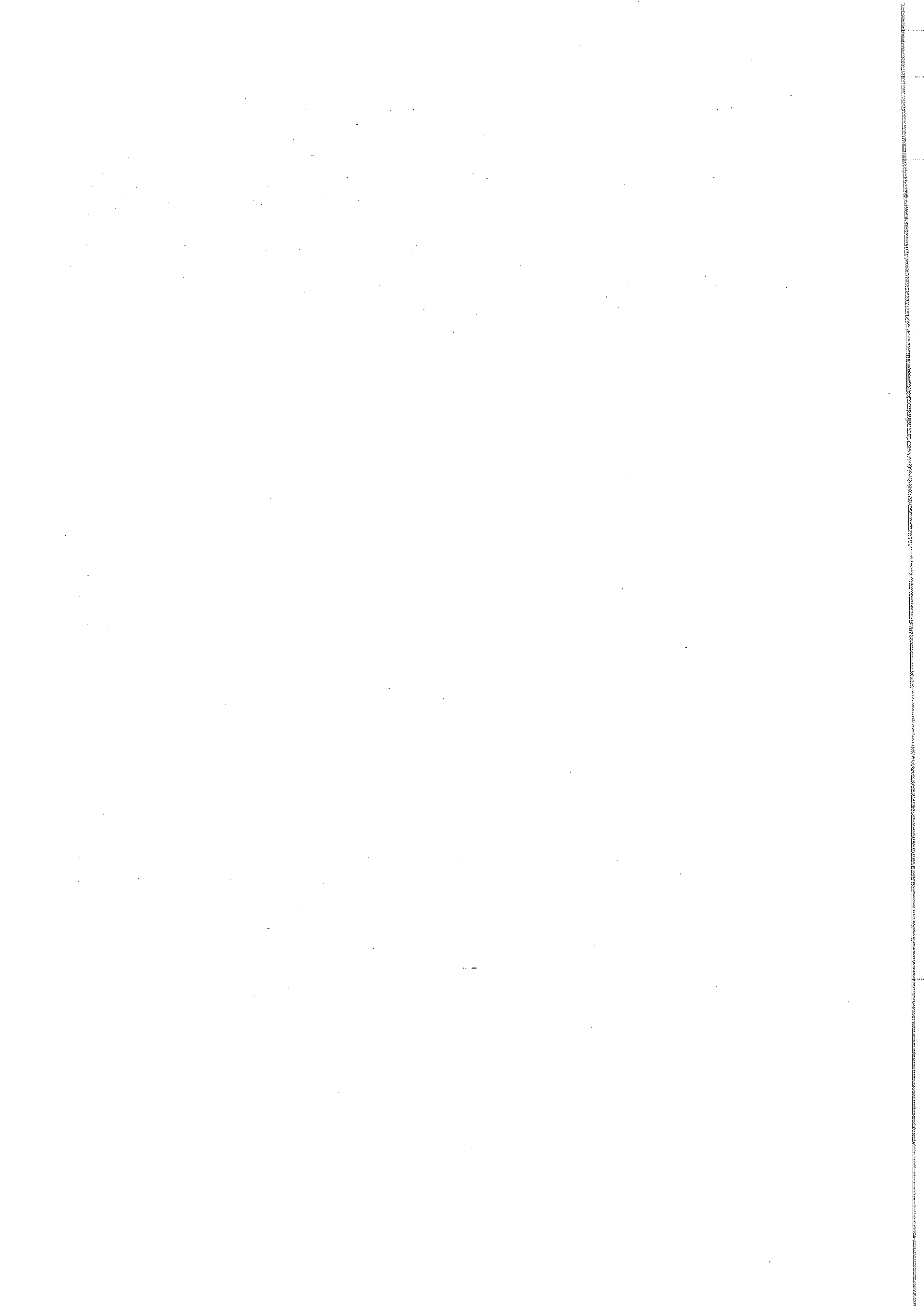
The Secretariat should coordinate the efforts of a **S & SE Asia Support Group (ASG)**, drawn from IUCN staff and other sources as appropriate, whose principal functions will include:

- * Strategic planning facilitation.
- * Programme and project design support.

* Programme and project supervision and monitoring.

The Secretariat will, in carrying this agenda forward, endeavor to create and establish capacities within the region to carry the above functions forward once the Regional office is established.

In this sense, the AWG and the Secretariat should from the outset be considered as temporary bodies, to go out of existence in a relatively short period, and no later than with the establishment of the suggested Regional Office. The ASG however, should be conceived of as the first step towards creating durable regional capacities.



Annexure 1. IUCN Nepal

Introduction

The mission spent five days in Nepal, and was able to meet with a wide range of members, partners and individuals connected with the conservation agenda in the country generally and/or the IUCN Programme in particular. IUCN has been collaborating with Nepal since a first visit in 1982. In 1988 an important IUCN presence became possible through the launching of the NCS Implementation Phase 1. A Country Office was authorized in 1994 with the signature of a Memorandum of Understanding between IUCN and the Government of Nepal, and officially launched in February 1995.

PRESENT SITUATION

Social/Political Dimensions

Several social and political changes are taking place in Nepal which have an influence on the future direction of IUCN's program and some of these are discussed briefly.

Volatile Political Situation

There are frequent political changes in the country which bring substantial changes in the top bureaucratic positions. This has serious implications for NCS as every new government has to be briefed on details of the conservation strategy, and new efforts are required for building rapport with the decision makers.

Since the early 1990's there have been three governments in power with the likelihood of further political changes in the near future. This volatility will need to be considered as part of the political and bureaucratic landscape for at least the short to medium term future.

Emergence of NGOs and CBOs (Community Based Organisations)

Prior to the political revolution in 1990, there was a tight control on the activities of NGOs and, in fact, very few indigenous NGOs existed. Once political freedom was established following the revolution, there was a burgeoning in the establishment of NGOs and CBOs. This provides many new opportunities for partnership arrangements. However, the NGO movement has yet to mature as there is a wide range in the type and quality of NGOs. Many are nothing more than consulting companies. There is a need for a careful analysis and screening of potential NGO and CBO partners, and IUCN Nepal has initiated this.

Decentralization

One of the significant changes of the past year or so has been the decision of the government

to allocate an amount of money (currently Rs. 500,000 - or US\$10,000 - per year) directly to the Village Development Committees (VDCs) for village development, under the slogan "Build your own village". Money still flows through the line agencies, but the interface between the two avenues is unclear. There is limited capacity within most VDCs for development and planning - particularly planning processes inclusive of environmental considerations. There is a clear window of opportunity here for IUCN involvement, especially in the application of local level planning guidelines developed under the NCS project and approved by the government.

Population Shifts

Kathmandu is growing at a rate in excess of seven per cent per year largely as a result of movement of people from rural areas - particularly the Middle Hills. This growth in the city is putting enormous strain on urban systems. As a result "brown" issues such as solid waste disposal, air pollution, water and sewage supply and general urban planning are becoming increasingly important. It is generally recognized that the quality of some aspects of urban life is declining rapidly.

The rural side of this population shift presents a quite different, but equally challenging picture. Out-migration from rural areas is creating many social changes. Subsistence farms are being supported by off-farm labor, the gender balance on farms is changing as many young males are seeking outside employment. The relationship between people and natural resources is also changing as a result of these social movements. The situation is quite dynamic and very different from the simple closed subsistence economy which is often portrayed.

Conservation Issues

The government attaches a high priority to environmental issues and has constituted a Steering Committee under the Chair of the Prime Minister with members comprising members of the NPC and representatives of the Line Agencies. A sub-committee was constituted under the chair of the Deputy Prime Minister which has fewer members, a more convenient arrangement for effective implementation of National Environmental Policies, notably those promoted by the NCS.

There is a wide acceptance of a "green agenda" within the government.

The government has developed a draft policy on buffer zones around protected areas in order to enhance conservation values of the core areas. It is proposed that 50 percent of the income from parks should go for community development in the buffer zone. However, it is not clear what constitutes a buffer zone or what or how buffer zone management should be implemented.

Politicians, in some areas, make election promises to de-gazette parks for the benefit of the local people if they are elected. This has some popular appeal among land hungry people.

Community forestry has had a major impact on the forests of the Middle Hills. In many areas the condition of these forests is improving - the forest area is increasing and the density is improving. Policy and legislation have drastically changed to bring them into line with the reality of rural conditions. However, the condition of the forests in the high mountains (above 2500 m) and on the Terai is deteriorating steadily. Many donors are contributing to community forestry work in the Middle Hills and there is considerable knowledge and expertise in the process of intervention. There are very few donors working in the Terai forests and virtually none working in high elevation forests above the zone of permanent cultivation. This last area is very important in terms of watershed protection and provision of a wide range of biodiversity related values including medicinal plants. Conservation and sustainable use of these high elevation forests will doubtless emerge as one of the major conservation challenges of the future.

Members, Partners, and Institutional Linkages

The Review Mission met with the five IUCN Members in Nepal, as well as with an array of other institutions and individuals connected with environmental work in Nepal (see attached list).

The IUCN office in Nepal (including NCS and CO) was perceived by and large as operating in isolation from its potential partners and natural allies. This was unanimously regretted, and was expressed in diverse ways. While recognizing the technical strength of the IUCN staff and products, it was felt that, because of a tendency to "go it alone", the results of the work were not benefitting the wider community as they might.

That being said, all expressed a continued willingness and desire to develop substantive working relationships with the IUCN office, with a view to exploiting, in the context of a mutually beneficial relationship, the strengths of the respective organisations.

Among these are:

Nepal Planning Commission - The NCS is a project of HMG that is being implemented by IUCN through a MOU signed between the NPC and IUCN. Some aspects of the relationship between IUCN-NCS and NPC:

- NCS is viewed as a useful guide for development and conservation.
- IUCN is viewed as a valuable partner for environmental planning and conservation.
- The steering committee has not met in the last 2-3 years.
- There has been a lack of active interactive dialogue between IUCN-NCS and NPC

resulting in some misunderstandings, notwithstanding formal communications which are regularly effected.

- NPC wishes to continue its relationship with IUCN in the future, subject to improved interchange.

Line Agencies - The line departments are the implementation agencies of the government and therefore should, in principle, play an important role in the implementation of the NCS. Although the NCS works with the Ministries of Education, Local Affairs and Justice, the perception still seems to be that line agencies are left out of the NCS development process and that there is no internalization of approaches and tools developed under the NCS.

The line agencies are quite satisfied with the NCS product, but require capacity building support for the integration of procedures and practices in line with the orientations defined in the NCS.

Members - The Membership of IUCN in Nepal is articulate and well connected into Nepali Society. Two Member institutions in particular have extensive networks in the country which could form a powerful vehicle for dissemination of the work and ideas generated by the technical personnel presently on the IUCN staff. The Membership would welcome a closer substantive working relationship.

Following are the members of IUCN from Nepal:

- * Nepal Heritage Society (NHS)
- * Environmental Camps for Conservation Awareness (ECCA)
- * Department of National Parks and Wildlife Conservation (DNPWC); State Member
- * King Mahendra Trust for Nature Conservation (KMTNC)
- * Nepal Forum of Environmental Journalists (NEFEJ)

The IUCN / NCS project has been the principal activity of IUCN in Nepal. While under this project, IUCN was able to provide support to two Members (ECCA and NEFEJ), this has not led to a continuous relationship. This situation should however change now with the establishment of a country office. Perceptions gathered during the mission of IUCN in Nepal can be summarized as follows:

- There is the feeling that being a Member of IUCN lends a certain standing to national institutions, on account of IUCN's role in the international scene;
- so far however, there has been little or no benefit of being an IUCN member. Benefits

can be defined through a process including:

- Establishment of a regular dialogue with Members, with a view to developing partnerships. As a start, periodical Members' meetings could be scheduled with the IUCN office;
- Capacity building of members to develop and implement projects, or to participate jointly with the IUCN office in the implementation of jointly designed initiatives;
- IUCN assistance in securing project funding
- Greater information about IUCN Global and IUCN Nepal structures and functions

Additionally, two Members expressed the wish that Regionalisation not take place at the expense of future support for the National office.

Partners - The Swiss Development Corporation has been a long term partner in funding the NCS. The NCS reporting has been mainly to the SDC HQ with little interaction between NCS and the Nepal office of SDC. The SDC appear interested in continuing their partnership in the future, but its scope would depend on the results of a thorough evaluation. Both SDC and IUCN would like the evaluation to explore the opportunities for future collaboration and therefore SDC Nepal would like IUCN to provide one member on the evaluation team. The evaluation is planned for early 1996. In view of the above, it is suggested that:

- Although not required under the funding agreement, IUCN Nepal should interact more closely with SDC and share with it the progress of its programmes and projects
- IUCN should look for a suitable person to represent it on the evaluation team
- IUCN Nepal should undertake a strategic planning exercise focussing on the future form and content of NCS implementation prior to the evaluation

FUTURE PERSPECTIVES

The perspectives for the future of the IUCN Programme in Nepal are good. The IUCN office has established a solid reputation for technical credibility and capacity to generate quality products.

This reputation will not suffice on its own. It was made very clear to the mission that bridges will have to be built between the operations run from the IUCN office and relevant Nepali institutions, including, but not limited to the membership.

This imperative should be seen in a positive light, as the combined capacities and outreach

potential of the membership, CBOs, and governmental institutions represent a powerful force which can be harnessed by the IUCN Programme.

To the extent that IUCN is successful in establishing first a dialogue, and then programme based partnerships, the opportunities for programme development and funding appear to be very good. We must not miss the train.

Although not exhaustive, the following list highlights some of the issues that might be at the center of an initial discussion aimed at achieving this:

- Urban Environmental Issues - Disposal of solid waste, air, and water pollution, and physical planning are serious 'brown' environmental issues especially for the Kathmandu valley
 - Parks and People - There are many Parks that are protected by the army. The people living in the buffer zone have only limited usufruct rights in the Parks. In order to satisfy the needs of a growing population, a participatory multiple use approach needs to be developed.
 - Conservation Needs Outside Protected Areas - There are many ecosystems that are not represented in the Parks and Protected Areas, particularly in the Middle Hills. There would be public resistance to the establishment of new parks in the Hills. There is very little debate about the adequacy of coverage of all the important biotypes, but this will no doubt develop in the future. The development of a conservation strategy outside conventional protected areas needs to be considered. The model of the Annapurna Conservation Area Project is one option, but other options revolving around the community forestry programme are also worth exploring.
- Wetlands is a biotype of national importance which requires special conservation attention.

There are a large number of small religious forests all over the country that are natural repositories of biodiversity, and a comprehensive conservation strategy should take these into account.

- Trans-boundary Issues - There are many trans-boundary conservation issues:
 - *Timber and NTFP trade* - there is a big illegal timber and NTFP trade between Nepal and India
 - *Transhumance Grazing* - Restriction on movements of grazers between Nepal and Tibet have some socio-economic and natural resource conservation implications.
 - *Wildlife Movements* - many species move across borders with the neighboring countries with serious implications for conservation of such species in Nepal; particularly where there is inadequate protection of the same species across the border.

- *Koshi River Catchment* - The catchment lies in Nepal whereas the water is of benefit to India. Nepal is not interested in watershed management because the direct benefits will accrue to India. India is not interested in investment in watershed management in Nepal.

ORGANIZATIONAL & FINANCIAL ISSUES

Status of Country Programme

The activities of IUCN in Nepal fall under two distinct umbrellas. The first is the NCS project which "belongs" to the NPC, but is implemented by an IUCN team under the direction of a Senior Advisor. The second is the Country Office, and the activities implemented by IUCN staff under the direction of the Country Representative.

Because of the physical proximity of the premises, and the fact that the Senior Advisor and Country Representative roles are played by the same person, the distinction between the two operations in terms of personnel, equipment, time and effort are not clearly perceived by the outside. It will be necessary to establish the distinction in all matters clearly and transparently so that confusion does not arise in the minds of our partners.

The activities of the IUCN operation in Nepal are the following:

- *National Conservation Strategy* - This is a project of the NPC, implemented by IUCN. The IUCN operation is headed by a Senior Advisor, who also holds the position of Country Representative, and as such Head of the IUCN Country Office.
- *Nepal Country Office* - The Country office was formally authorized in November 1994, and became operational in February 1995. It implements a number of projects. These are:
 - * Heritage and Biodiversity Project (SDC funded)
 - * Street Theatre Project (UNFPA funded)
 - * Wetlands project (Kiedanren funded)
 - * Recycling project (Japan Environmental Corps funded)
 - * Conservation in the Shringi Himal (LUSO funded)
 - * EIA Study of the Upper Bhote H... (HIPC funded)
 - * NEPAP Phase 2 (DANIDA funded)
 - * Strengthening of Inter-Ministerial EIA (SRD funded)

- * NGO support Project (USAID funded)

Role of the Country Office

The existence of the country office is welcomed by IUCN's members and partners. Its presence is seen as an opportunity to be exploited. In addition to maintaining a capacity to produce technical work of high quality, a particular role for the office is foreseen in the following areas:

- * catalysing collective action involving members and partners;
- * facilitating linkages within Nepal (between government, NGOs and CBOs) and with the wider IUCN Commissions and networks;
- * contributing to policy debates and defining options.

The Country Representative to be recruited (timing to coincide with the departure of the present Senior Advisor) should correspond to the following profile:

- * should be a person with an established profile in Nepal, senior, and with contacts at the highest levels;
- * should be first and foremost a manager and a facilitator, with technical qualifications coming second;
- * must be without any political coloring, and seen to be that way.

Additional Support Required

The Nepal Office requested that support be provided, over the course of the next 12 months, to assist in formulating a Country Programme to take effect as of 1 January 1997.

This support would include the following elements:

- * Assignment of a person to participate (for IUCN) in the proposed evaluation of the NCS project, scheduled for February/ March 1996;
- * Facilitation of a process of strategic planning, involving members and partners, and including a staged process covering: brainstorming main issues; defining the nature of desirable partnerships; the integration of internal monitoring and evaluation methodologies; activity definition; assessment of technical and financial resources; regional and global linkages; and project design.

The range of inputs would require thinking in terms of staggered and diverse inputs, not likely to be available from a single person.

Regional and Global Connections

The Nepal Programme has developed a range of connections with IUCN HQ and other locations. These should be reinforced, and expanded to include non-IUCN institutions, particularly in the region. The process of Programme development described above should take account of this requirement.

The International Center for Integrated Mountain Development (ICIMOD) and the Mountain Development Institute are regional institutes that are located in Kathmandu.

ICIMOD is mandated to work in the Himalaya-Hindukush Mountain range in eight countries: Afghanistan, Bangla Desh, Bhutan, China, India, Nepal, Maynmar, and Pakistan. ICIMOD works mainly through the government research organization in the countries and a few selected NGOs. Although it is mainly a development research oriented organization, it has strong interest in nature and resource conservation. There has been some interaction between IUCN and ICIMOD which could be further built upon in the future.

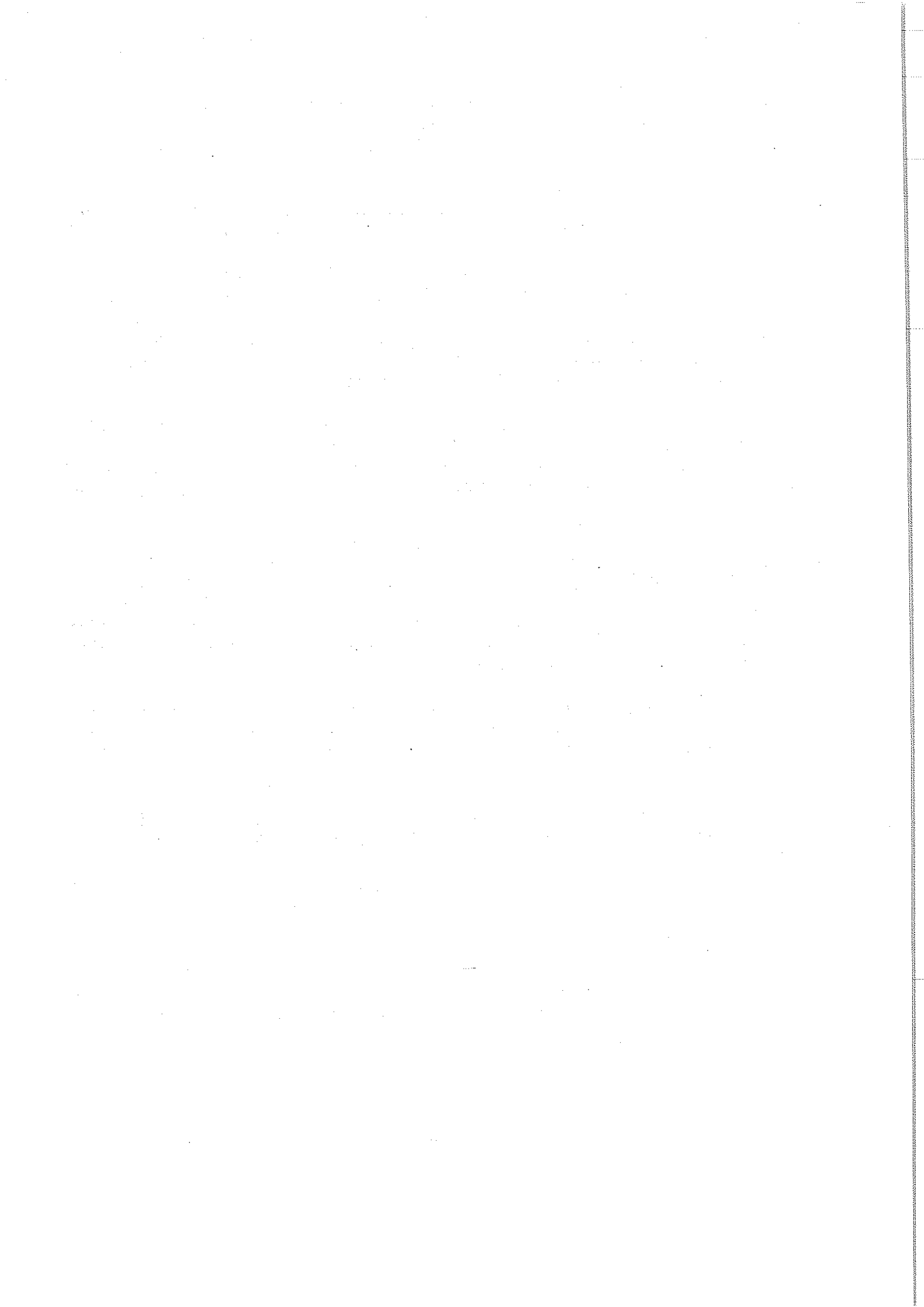
The Mountain Development Institute has interests in all the mountain area of the world. It has one nature conservation project in Nepal. The mission did not get a chance to visit with the people in the Institute, but in view of IUCN's interest in nature conservation, further areas of mutual interest and opportunities for collaboration may be worth exploring in the future work of IUCN Nepal.

Financial Perspectives

The financial situation of the IUCN Nepal Programme is healthy for 1996, with the continuation of the SDC supported NCS and Biodiversity projects. Additional peripheral funding from various projects ensures an adequate level of funding.

For the future, the continued operation of the office is likely to require continued project funding. The potential for generating these is good, as explained above, with the proviso that the projects to be put forward be generated through a process inclusive of a wide range of partners.

The process (outlined above) will require support from the IUCN family outside of Nepal. There will be costs associated with this, and for which a General Programme allocation might be appropriate.



Annexure 2. IUCN Sri Lanka

Introduction

Although the mission visited Sri Lanka only for two day, and over a weekend, it was able to meet with IUCN staff and almost all the membership, which kindly accepted to meet with the mission on a Sunday. The IUCN Programme in Sri Lanka has been established for five years and has heretofore been focussed upon collaboration with the Forestry Department and the Ministry of Agriculture, Lands and Forests.

PRESENT SITUATION

Social/Political Dimensions

Sri Lanka is an agrarian society which places a heavy demand on land for agricultural activity. This results in severe pressure on the natural resource base - particularly forests. The government is undertaking a drive for industrialization because there is a recognition that the agriculture sector cannot be developed much further and any gains made will be in small increments. This raises many issues on defining an appropriate role for IUCN.

Decentralization to provincial governments is taking place as a part of the peace process with the Tamil Tigers. This will include forestry and wildlife management. It is not yet clear how this will be played out, but the focus of environmental planning may well shift from central to provincial governments. The government has limited capacity for on-the-ground conservation action (local level planning and implementation). Consequently, local communities will need to be explicitly involved in these activities in the future.

Conservation at the cost of development is not an option for Sri Lanka - the two must complement each other (addressing the symptoms but not the basic cause will not work).

Conservation Issues

South-west Sri Lanka is one of the 18 global hotspots for biodiversity conservation and it is also a region that is under heavy pressure for natural resource use.

The focus for conservation activities has been at the macro level, particularly for fauna. Not much knowledge is available on the micro level - there has been more planning than implementation. A basic database on species and ecosystem needs is still lacking.

The government is transferring tea plantations in the hill country to the private sector and many of the degraded areas will be reforested. Low interest loan money is available for the reforestation, but there has been no effort put into developing conservation guidelines for this work.

IUCN's Programme Approach

The main focus of the programme has been on the forestry sector, with an emphasis on technical strengthening of the Forestry Department. Most efforts to date has been on conservation planning rather than implementation of the plans. Testing of the plans through pilot projects is now in train.

FUTURE PERSPECTIVES

Several issues are emerging which will need to be considered in future programmatic work.

- Working with decentralized structures at both provincial and community levels, particularly in a pilot mode, to test conservation planning and implementation procedures, will become increasingly important.
- Involvement with the private sector in various ways will be necessary, particularly in areas such as:
 - Restoration of degraded tea estates
 - Trade connotations related to threatened species such as some of the tropical fish (the habitat needs of many such fish are not well known)
 - Awareness raising regarding environmental/conservation management issues among key private sector groups
 - Development of more effective partnerships with members and others (i. e. broaden the base from the almost total involvement with the government) Partners could include:
 - ▶ NGOs and other community groups
 - ▶ Private sector
 - ▶ Scientific institutions
 - ▶ Government institutions
 - Agriculture
 - Environment
 - Fisheries
 - Forestry
 - ▶ Media

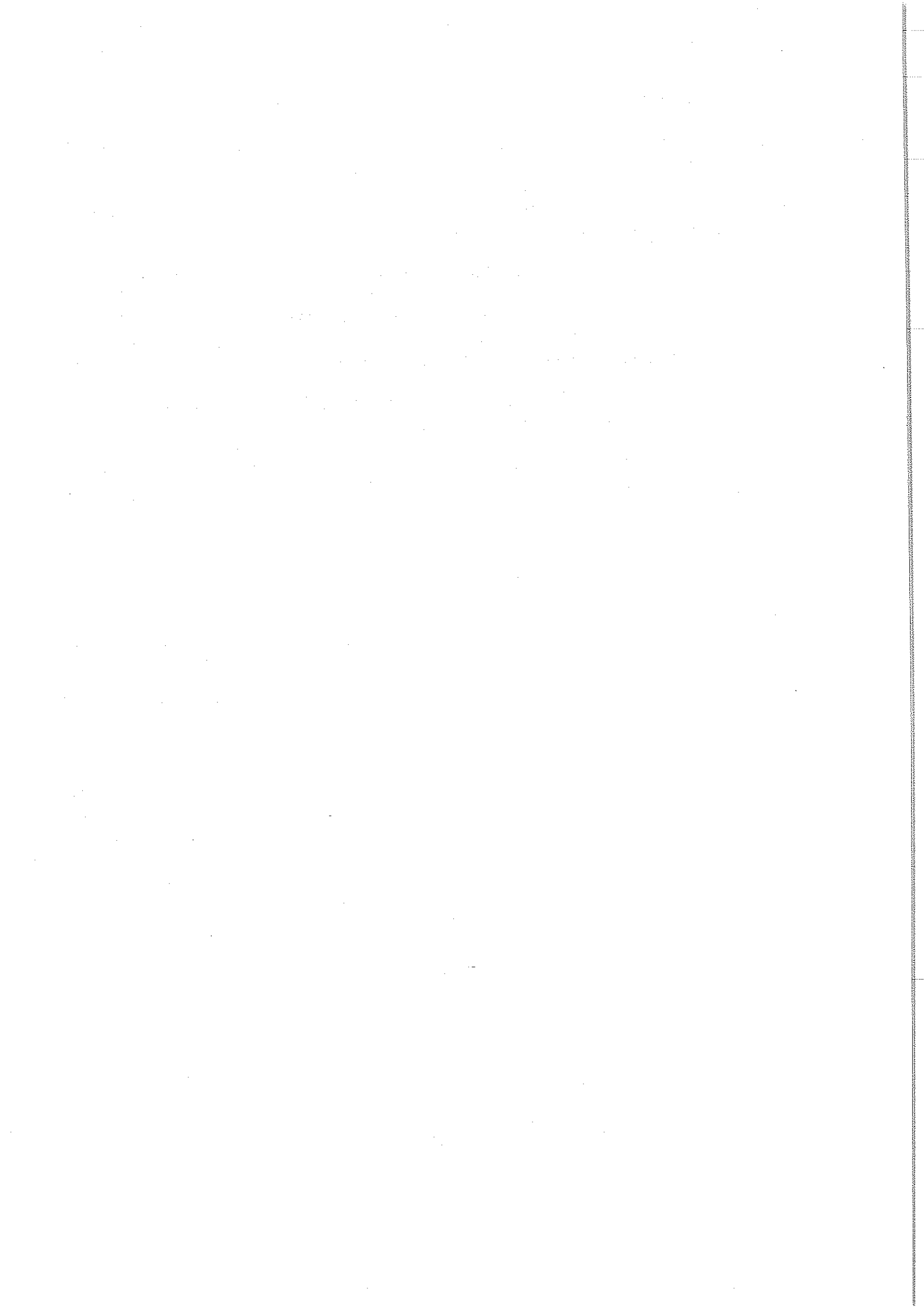
REGIONAL/GLOBAL CONNECTIONS

The country programme is working largely in isolation from other IUCN operations in the region, and indeed globally. There are no effective technical networks functioning which can participate in the dialogue. These will have to be built.

NEED FOR SUPPORT

There are a number of areas where support from outside the country will be required to assist the country office staff to move ahead to refocus the programme.

- Knowledge and skills in participatory planning and management of natural resources particularly at the local community level;
- Expansion of the programmatic base to take on a wider range of partnerships;
- Technical Support for the development of new programmatic ideas - such as a technical network to develop conservation guidelines for the restoration of degraded tea estates in consultation with local partners, and with the support of regional technical capacities;
- Conceptual interchange between the Country Office staff and outside interlocutors about overall programme direction and programme monitoring;
- Manage the succession for the head of the country office after Leslie Wijesinghe's planned retirement at the end of 1996.



Annexure 3, IUCN Vietnam

Visit from August 21 to August 25, 1995

Introduction

The mission was able to meet with a wide range of partners, including the State members (see list attached). The IUCN Programme in Vietnam has been developed over the last two years, following six years of project based collaboration with Vietnam in the context of a forestry and a NCS project (SIDA funded).

Present Situation

Socio-political situation

Vietnam is living through a period of rapid change. The economy, previously centrally planned and operated, is being opened up to private capital (primarily foreign), with national and international market forces increasingly determining the nature and intensity of demand for natural resources. Vietnam is still primarily an agrarian subsistence economy, and the market pressures being exerted upon the resource base are thus placing extreme strains on the capacity of this resource base to provide essential services to the rural population.

The population is however adapting fast to this new situation. The informal sector, small and medium enterprises are mushrooming, taking advantage of the economic boom created by the massive influx of foreign capital. Quasi-autonomous "interest groups", (associations), are also coming into being, and through a complex web of relationships and influence, beginning to play a role in determining the shape of future orientations, notably through increasing contacts with experience from the outside world.

Contrary to other developing countries which have, in the last five years, opened their economies to the outside world, Vietnam continues to assert the predominance of national political will over international and domestic market forces. There is clearly the intention to see to it that market forces are channelled within parameters set by the national political process.

Although awareness of the environmental consequences of the subsistence economy and rapid economic growth is increasing, it can also be said that the decision making centers have not yet established an adequate framework for reconciling, in the national context, the conservation and economic development imperatives.

Conservation issues

The full range of conservation issues might be listed for Vietnam. However, account has been taken of domains addressed by other actors, and of the specific strengths of the various networks associated with IUCN in Vietnam in determining the principal conservation foci appropriate for the IUCN Vietnam programme.

On the basis of the above, these issues would be:

- * Restoration ecology. This refers not to re-forestation, but to the re-establishment of diverse ecosystems responsive both to local needs, and to a tiered sequence of market-driven demands.
- * Resource use, transformation and marketing through small and medium enterprises. The rapid expansion of demand for natural resources is to a large extent being serviced by small and medium enterprises. The environmental consequences of this activity are felt both in the "green sector" (off-take) and in the "brown sector" (output), and no attention is being paid at this time to environmentally friendly extraction, production and waste disposal methods.
- * Biodiversity base-line information. Though there is extensive work being carried out in the Forestry sector, and WWF is focussing on Protected Area management, there is no comprehensive information on the status of floral and faunal resources for the country as a whole.

The Programme

The Programme of IUCN in Vietnam has been developed carefully over a period of two years, in close association with local institutions. At this particular juncture, only the NCS project is up and running, though the IUCN office has secured financial support locally for the development of several projects now forming part of the Programme portfolio.

The process leading to the formulation of the programme has considered the evolving socio-political context, the status of, and conditions affecting natural resources in Vietnam today, the roles already played by other actors, and the comparative advantage that can be exploited by IUCN and national networks.

The role of the IUCN Office within the Programme is to catalyze the process of action-research at the core of the Programme's approach, facilitate the coming together of diverse institutions and networks (not least the international connections of the IUCN Global Programme), facilitate fund-raising and provide neutral management back-up to the implementors.

Implementation of all projects is vested in partner institutions. IUCN Vietnam will provide a range of pre-arranged services, including securing international technical assistance and linkages to networks, conceptual support, monitoring (both technical and financial).

The Projects in the Programme, and the implementing organisation, are:

- * Support to Local Environmental initiatives (NGO support); Institute of Ecological Economy and Center for Natural Resources Management and Environmental Studies, University of Hanoi.
- * Environmentally Sustainable Development Training Facility; Non-State Economic Development Center

- * Capacity Building for the Ministry of Science, Technology and the Environment (MoSTE); National Environmental Agency
- * Marine Protected Area System Development; National Environmental Agency
- * Non-Timber Forest Products; Institute for Ecological Economy
- * Environmental Information for Decision Makers; Vietnamese Association for the Conservation of Nature and the Environment
- * National Conservation Strategy; National Environmental Agency

Members, partners, and Institutional relationships

IUCN Vietnam has developed a remarkable (in the IUCN / Asia context) set of relationships with the member (State, represented by MoSTE) and a range of partners representing extensive technical and political networks.

As a result of the prudent and inclusive approach adopted by IUCN Vietnam in nurturing these relationships, the projects now underway or seeking financing under the IUCN Programme (see above) are fully thought through partnerships between the IUCN Secretariat and national institutions.

The clarity of vision on the part of the Vietnamese institutions about their needs and aspirations, and their expectations of the IUCN Office of course make the process easy. Their receptivity on the other hand to the vision of Caring for the Earth (translated into Vietnamese) ensures a lively and constructive conceptual interchange with the IUCN office and related staff.

Some thought has been given to the creation of an "IUCN forum" (short of a national committee) which would bring the partners together more formally. The time for such a step might not yet be right.

Technical Capacity

The technical capacity in the office is limited. This fact however is more than compensated for by the extensive scientific and technical human resources available to the Programme through the linkages with the Institute for Ecological Economy (network of 42 scientists), the Vietnamese Association for Conservation of Nature and Environment (2000 members), and the Center for Natural Resources Management and Environmental Studies of the University of Hanoi.

The IUCN Office is building linkages with partner institutions internationally (IUCN Netherlands Committee, Conservatoire du Littoral, Business Council for Sustainable Development - Sustainable Project Management) which are providing additional technical and conceptual inputs. The strengthening of the IUCN Commission networks in the region can only be a bonus in this respect.

Future Perspectives

The ground work accomplished over the past two years must now be followed by a period of implementation. All the elements for successful implementation are in place, except for the funding.

Should this come through (see below), an intensive period of start up will be called for when attention to day to day activities will predominate.

It will be important to plan into the annual workplans periods for reflection in conjunction with the partners, so as to step back and ensure that the conceptual directions are still understood, and to modify these as necessary.

Regional Global Connections

These have already been mentioned. Suffice it here to say that IUCN Vietnam will have to work in association with the rest of the Asia region (and HQ) to develop a coherent plan for ensuring that the processes for bringing the regional Commission networks into the Programme are structured and realistic. The Vietnam networks associated with the Programme could constitute an important contribution to the re-dynamisation of these networks.

Linkages to IUCN HQ and to other offices of the Secretariat are improving with time.

Additional Support Required

The IUCN Vietnam operation and associated linkages described above are for the most part self-sufficient. There are however a few areas where outside support is sought:

- * fund raising - local donor contacts are good, and the programme made all the more credible by the partnerships reflected in the budgets. It is critical for the IUCN Vietnam office though that one or two major projects secure funding by mid-1996. A specific effort will be required from HQ to ensure that contacts initiated here are followed up at the donor HQ level.
- * conceptual interchange and programme monitoring. The Programme Coordinator requests that human resources from within the IUCN family be assigned responsibility for taking a special interest in the Vietnam Programme. The role of these people would be to provide, through phone/fax and periodic visits, a conceptual bouncing board to discuss Programme developments in general, issues related to conceptualization of operations, useful linkages, and authoritative information on global and regional IUCN thinking. This person would also assist with international recruitment and provide a form of continuity in the event of staff changes within the Vietnam Programme.

Financial Perspectives

The various projects are designed to provide income to the IUCN office. They also allow for the recruitment of IUCN Technical Assistance which will limit the need to expand the office substantially.

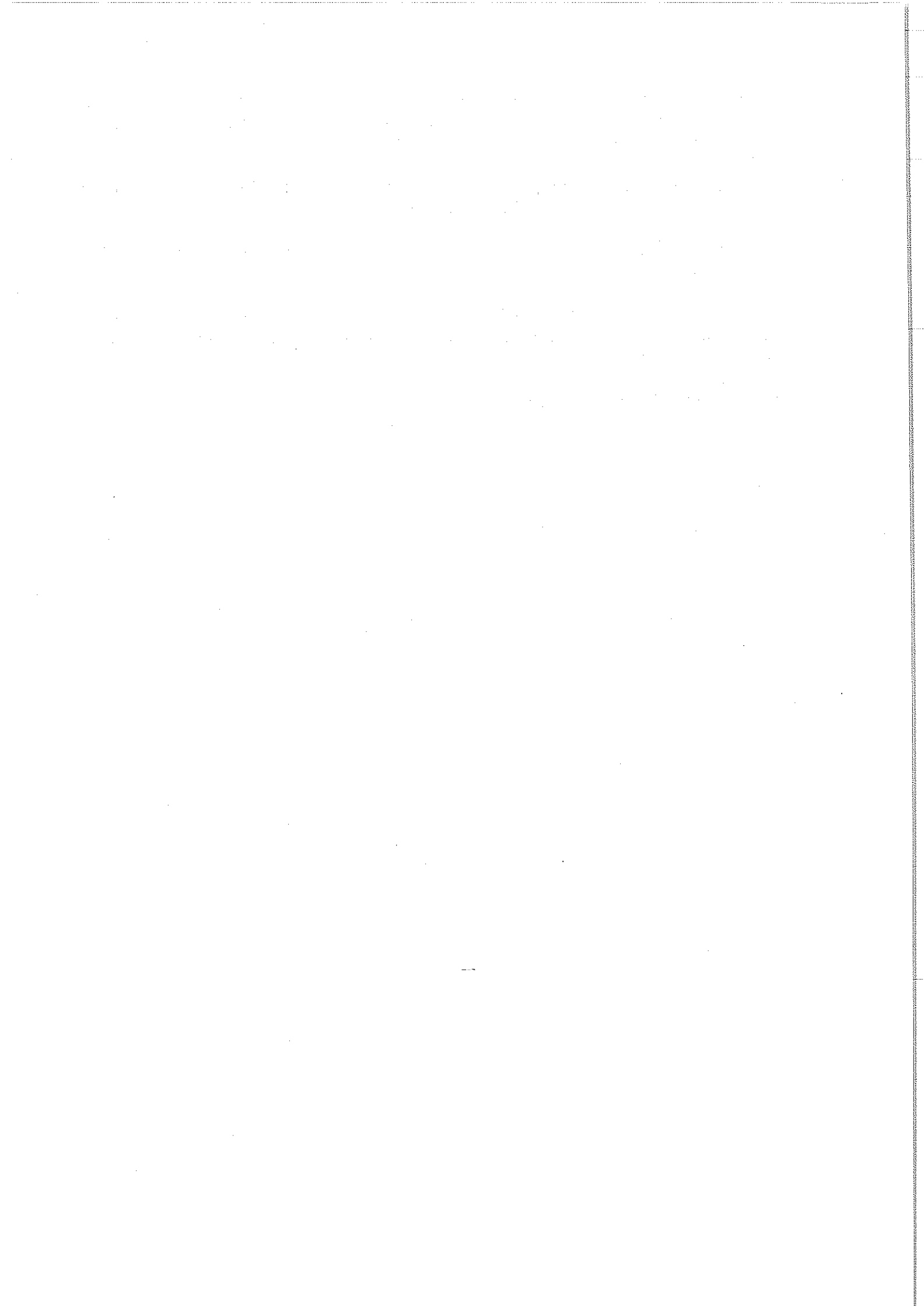
That being said, the coordination functions of the office will expand considerably with the launching of the various projects, and it would be advisable to recruit one, if not two, Programme Officers to assist in this task.

The "B list" is quite healthy, reflecting Core income for 1996 of Sfr 191,000, in addition to the Sfr 22,000 already available from the NCS project.

Four projects under negotiation do not show up in the "B list". This will be remedied in the coming month.

There will thus continue to be a need for General Programme funding at the outset for 1996, though, with a little luck on the project funding front, this could well be reduced to a minimal amount at year's end.

The budget for 1995 was SFR 253,700.



Appendix I. Meetings and Persons Met

NEPAL

13 August, 1995

Nepal-Australia Comm. Forestry Project	Bill Jackson	PH, DG, JA
-------------------------------------------	--------------	------------

14 August, 1995

IUCN, Nepal	Senior Management Team John McEachan Badri Pande Tirtha Shrestha Anil Chitrakar Ram Khadka Krishna Oli Narayan Belbase	PH, DG, JA
-------------	---------------------------------------------------------------------------------------------------------------------------------------------	------------

Swiss Development	Felix von Sury, Director JM	PH, DG, JA Corporation
-------------------	--------------------------------	------------------------

United Nations Development Program	Caroll Long, Res. Rep	PH, JM
---------------------------------------	-----------------------	--------

Department of Forests	Indra Singh Karki, Director General	PH, DG, JA
Ministry of Forests & Soil Conservation	Mr. A. L. Joshi, Chief Planning Officer	PH, DG, JA

15 August, 1995

Nepal Heritage Society	Ms. Manju Rana, President Mr. Bikash Bhujju	DG, JA
------------------------	------------------------------------------------	--------

ECCA	Parechet Shrestha	PH
------	-------------------	----

Department of National Parks & Wildlife Conservation	Dr. Bijaya Kattel, Deputy Dir. General	PH, DG, JA
------------------------------------------------------------	-------------------------------------------	------------

International Center for Integ. Mt. Dev.	Dr. Mahesh Banskota, Deputy Dir. General	PH, DG, JA JM
---------------------------------------------	---------------------------------------------	------------------

King Mahendra Trust Nat. Conservation	for Mr. Shailendra Thakali, Senior Program Officer	PH, DG, JA
------------------------------------------	-------------------------------------------------------	------------

Nepal Forum of Env. Journalists	Mr. Aditya Man Shrestha, President Mr. Om Khadka, Exec. Dir.	PH, JA
Nepal Welfare Council	Dr. Narayan Kaji Shrestha, Member	PH, DG, JA
E. U. Bagmati Watershed Project	Mr. Rabi B. Bista	DG, PH
ICIMOD	Anupan Bhatia	DG, JA
Consultant	Kiran Bhatia	DG
Businessman	Karna Sakya	P H , D G , J M
<u>16 August, 1995</u>		
National Planning Commission	Prof. Kailash N. Pyakuryal, Member Narayan Raj Tiwari, Member - Secretary	PH, DG, JA

Appendix II. Meetings and Persons Met

Sri Lanka

IUCN, Sri Lanka	Leslie Wijesinghe, Country Representative Kapila Fernando, Director Programme Asoka de Silva, Consultant Ms. Ginie Dela, Programme Officer Ms. Nalini Weerakoon, Accountant	PH, DG, JA
-----------------	--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	------------

Participants of Members Meeting

March for Conservation	Ms Ryhana Rahim	PH, DG, JA
Worldview International	Lal Hewapathirana	PH, DG, JA
Sri Lanka Environment Congress	Tissa Jayawardena	PH, DG, JA
Ministry of Agri., Lands & Forests	S. Medawewa	PH, DG, JA
Sri Lanka Environmental Journalists Forum	Piyal Parakrama	
Environmental Foundation Ltd.	Anandala Nanayakkara	PH, DG, JA
Organisation for Safeguarding Life & Env.	D.R. Gunnwardene	PH, DG, JA

Other Contacts

GTZ Upper Mahawali Watershed Mgt. Project, Kandy	Bernhard Mohns, CTA	PH, DG, JA
--------------------------------------------------------	---------------------	------------

Appendix II. Meetings and Persons Met

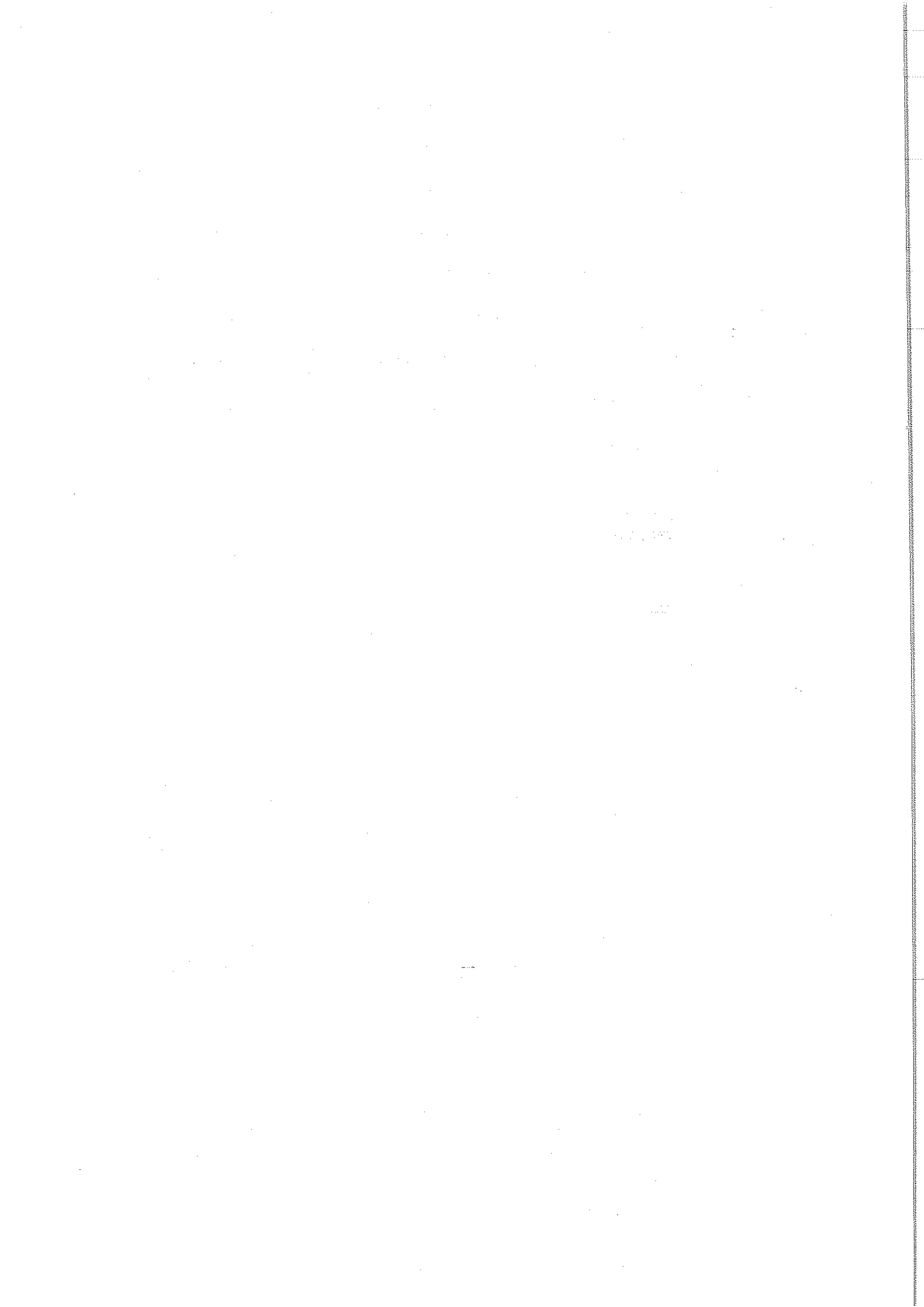
Vietnam

Non-State Economic Development Center	Dr. Nguyen Tien Quan, General Director	PH, DG, JA
Centre for Natural Resources and Environmental Studies	Prof. Dr. VO Quy, Director Dr. Le Dien Duc, Chief Wetland Restoration Programme	PH, DG, JA
Ministry of Science, Technology & Environ.	Prof. LeQuy An, Vice- Minister	PH, DG, JA
National Environment Agency	Dr. Nguyen Ngoc Sinh, Director	PH, DG, JA
Institute of Ecological Economy	Prof. D. Sc. Nguyen Van Truong, Director	PH, DG, JA
Centre for Int'l Env. and Dev. Studies, Agr. Univ. of Norway	Thor S. Larsen, Director	PH, DG, JA

Meetings and Persons Met

Bangkok

IUCN Bangkok	Zakir Hussain	PH, DG, JA
IUCN Lao PDR	Stuart Chape Andrew Ingels Klaus Berkmuller	PH, DG, JA
IUCN Cambodia	David Ashwell	PH, DG, JA
IUCN Philippines	Andrew Mittleman	PH, DG, JA
IUCN Management Board	Aban Kabraji	PH, DG, JA
IUCN Regional Support Group	Patrick Dugan	PH, DG, JA



SOUTH AND SOUTH EAST ASIA REVIEW MISSION

TERMS OF REFERENCE

Introduction

The decision to undertake at this juncture a review of the South and South East Asia Programme of IUCN is based upon the wish to assist the S & SEA Programme in making the transition called for under the re-structuring of the IUCN Secretariat, as described in **Time to Choose**. Additional orientations in this respect have been outlined in the report of the IUCN Working Group on Regionalisation and Decentralisation, and in various reports to the Council meetings of November 1994 and May 1995 (documentation refers), and the DG's memo of 30 May 1995.

The mission will review the current Programme and secretariat structure in the region, analyze the short-comings and potentialities of these in terms of the orientations referred to above, and make recommendations to the Director General for the future evolution of IUCN efforts in the region.

The review mission shall endeavour to arrive at its recommendations through consensus. The report will be finalized following a de-briefing with the Regional Secretariat Management Team.

Specific Issues

In each location visited, the review will:

1. Examine:
 - * the pertinence of activities to the IUCN Mission statement, and vice-versa;
 - * the pertinence of activities to the Asia Programme objectives for the Triennium, and vice-versa;
 - * the pertinence of activities with respect to national and regional sustainable development policies and methodology development agendas;
 - * the relationship between activities and the potential for influence on national and regional policy and national conservation practice;
 - * the quality of design of activities in terms of support to capacity building of national governmental and non-governmental institutions;
 - * the level of relevance of activities to the aspirations of the national and regional membership, and the use of networks and/or Commission capacities in Programme design and delivery;
 - * relevance of activities to main threats to conservation / sustainable resource use at national and/or regional level;
 - * relevance of activities and lessons learned to wider regional concerns, and the potential for exchange with IUCN Programmes operated from other locations;
 - * the composition of office budgets (use of overhead and General Programme allocations) in terms of administration, programme development, and outreach responsibilities (members and Commissions/networks).
 - * the medium to long-term viability of national and regional IUCN Secretariat operations on the basis of the present ABC and O lists.

2. Assess the potential of the IUCN operations in, or coordinated from, these locations to develop, over a period of three years, a Programme for the Union reflecting optimal consideration of the above listed factors and the views of the membership.
3. Formulate recommendations to the Director General on:
 - * support to the region required in terms of technical inputs from Headquarters or other Secretariat locations;
 - * Programme linkages which can be established with other IUCN locations and Commissions and conditions for success, including, but not limited to, financial considerations;
 - * optimal management and consultative structures, and the financing of these.