
A second approach must focus on pesticide use, and here a much higher level of professional skills and of costs is indicated. It is my personal view that there has been an enormous increase in the use of pesticides over the past two to three decades, and that this is the primary cause of population declines in open-country birds generally, especially on Java but the decline will certainly spread to other islands unless quickly arrested. (Declines in a few species obviously result from the bird trade, and it is surprising what species are now appearing on the local bird markets, as the favoured species become harder to obtain.) The problem of pesticide use is now being addressed by Government, but we actually know very little about the varieties used and their secondary affects, and it will be some time before we see any impact from reduced use.

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DAH

GUEST FEATURE

WETLANDS INTERNATIONAL - INDONESIA PROGRAMME TEN YEARS OF WETLAND CONSERVATION IN INDONESIA

By

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On 1 January 1996, Asian Wetland Bureau - Indonesia (AWB-I) was incorporated into a new global framework - Wetlands International, thereby strengthening and helping give international status to AWB-I's cooperative programme on wetland conservation being carried out with the Ministry of Forestry, Directorate General of Forest Protection and Nature Conservation (PHPA), This paper briefly describes the history of Wetlands International in Indonesia and its strategic plan for the future.

During 1994 and 1995, three like-minded non-governmental organisations working for the conservation of wetlands concluded that the continuing worldwide loss and degradation of wetlands was so great that a new approach to wetland conservation was essential to avoid irreversible environmental and economic damage. To this end, in October 1995, the International Waterfowl and Wetlands Bureau (IWRB), Wetlands for the Americas and Asian Wetland Bureau integrated to form Wetlands International, with the mission

"to sustain and restore wetlands, their resources and biodiversity for future generations through research, information exchange and conservation activities, world wide "

Wetlands International has a non-profit/charitable status. It is overseen by a global Board, comprising representatives of member countries, international organisations and wetland experts. This board endorses the organisation's triennial plans and approves budgets. The regional operations for Asia - Pacific, Africa - Europe - Middle East (AEME) and the Americas are governed by separate Regional councils and overall coordination is provided by a small International Coordination Unit, initially co-located with Wetlands International -AEME in the Netherlands. Global and regional programmes are supported by over 120 government agencies, national NGOs, foundations, development agencies and private sector groups.

The catalytic work programme of Wetlands International will build on the combined activities of the founding organisations, which date back over 40 years and which have 14 regional offices on five continents and on-going activities with local partners in 100 countries. The programme benefits from the input of national delegates, specialist groups, partner agencies and networks of wetland experts. Long-standing partnerships with the secretariats of international conventions (particularly BirdLife International, IUCN and WWF) will be strengthened.

The philosophy behind this structure is that the management of wetlands is primarily in the hands of governments and the private sector, and that partnerships have to be formed between wetland users, decision makers and scientists so that wetlands continue to provide economic, resource and environmental benefits to local and global communities. Wetlands International takes the view that wetland conservation will only be achieved together with economic development and that economic development can only be sustained where the natural functions of wetland ecosystems have been taken into account and wetland resources are utilized wisely.

Clearly signifying agreement with this view, in November 1995, His Excellency the Minister of Forestry, Ir- Djamaloedin Suryohadikusumo, announced that Indonesia would become a member of Wetlands International. As a member of the international board, Indonesia has an input to the global work plan for the triennium and, in addition, the Director General of PHPA has a seat on the regional Asia - Pacific Board, to which the Indonesia programme reports. The Wetlands International - Indonesia Programme is therefore clearly committed to a close and cooperative

link with the Government of Indonesia and its development planning.

The history of Wetlands International Indonesia Programme

The Indonesian Ornithological Society (IOS) played a decisive role in the development of Wetlands International - Indonesia Programme. In 1986, the first year of formal operation, the IOS supported the PHPA/Interwader programme and the society remained a strong ally of AWB-I when it was established in 1987. Bird surveys, and encouraging the conservation of threatened waterbirds and their important wetland habitats (specifically in Sumatra and Sulawesi), were the organisations's **first** activities.

In 1987, an Indonesian Wetland Inventory (Silvius *et al.* 1987) was completed, marking the programme's first cooperation with the PHPA, and these data formed the foundation of the long-term PHPA/AWB cooperative programme established that year in Bogor.

Whilst the conservation of waterbirds was, and will remain, a clear priority of the Wetlands International - Indonesia Programme, AWB quickly built up expertise in wetland botany - Indonesia has the most extensive mangroves in the world (Bappenas 1993), mammals - 10% of Indonesia's mammals occur only in wetlands (AWB-Indonesia 1988) and fish - in Danau Sentarum in Kalimantan AWB has found 18 undescribed species. In taking on larger management-orientated projects, skills were needed in hydrology, water chemistry, soil sciences and spatial planning. In 1991 a computerised Wetland Database (WDB) was set up, which today lists 256 nationally and internationally important wetland sites. In addition, AWB-I established a library of wetland literature, which now holds 7,000 books and scientific papers as well as a bank of 5,000 slides,

These scientific and information bases have enabled the development of extensive awareness and training programmes for wetland managers, rangers and teachers. Wetlands International has produced a large range of resource materials including manuals, guide books, posters, teachers' kits and videos; the publications catalogue lists 137 available publications, PHPA and Wetlands International publish a national wetland conservation magazine four times a year and distribute it to 1300 agencies.

Much of the programme's strength has been the result of major projects supported by bi-lateral funding agencies. Between 1990 and 1992, the Sumatra Wetlands Project included a diverse range of activities that enabled the programme to expand considerably and for AWB-I to take more time to develop the skills of Indonesian staff recruited for project work. From this point, projects laid greater emphasis on the concepts of integrated management, and adopted more people-centred approaches. In 1992, AWB-I started a long-term Integrated Waterbird Hunting Management project at Cirebon and Indramayu on the coast of north Java, where up to 300,000 migratory waterbirds were trapped each year (McCarthy & Rusila Noor 1996). In the same year another long-term programme was started, which will run until mid-1997, on sustainable management of protected wetlands, using Danau Sentarum in West Kalimantan as a model. Danau Sentarum is now the most intensively documented of all Indonesian wetlands.

Encouraged by the PHPA/AWB Programme, the Government of Indonesia ratified the Ramsar Convention on Wetlands of International Importance in 1992, nominating Berbak National Park as the first Indonesian Ramsar site. By becoming party to the convention, Indonesia took a leading role in the conservation of wetlands in South-east Asia, and this led, in 1994, to the establishment of a cross-sectoral National Wetland Committee. This committee's first task was to develop a National Strategy and Action Plan for the management of Indonesian Wetlands (Ministry of the Environment 1996), which sets out an ambitious agenda for wetland management in the country. This government-led initiative demonstrates that the time was right for the strengthened partnership approach of Wetlands International,

The PHPA/Wetlands International - Indonesia Programme forward plan

In the context of the Wetlands International Asia - Pacific regional plan, PHPA and Wetlands International - Indonesia Programme have developed a national triennial strategic plan (Wetlands International - Indonesia Programme 1996), to support and complement the government's own wetland programme. The plan carefully considered the recommendations of the Kuala Lumpur Statement issued by 83 countries at the International Conference on Wetlands and Development held in Kuala Lumpur in 1995 (Anonymous 1996), and the Pulau Rambol Statement, which was signed by the seven South-east Asian countries that attended a Ramsar Regional Workshop in Indonesia in 1994 (D'Cruz & O'Callaghan 1994). Responding with effective actions to the commitments made in these statements requires a new range of skills. Wetlands International expertise and knowledge has had to take on board the concerns that are repeatedly emphasised in the "new approach" to wetland management: multi-sectoral practice, the private sector, catchment scale, hydrology, human inter-relationships, social, cultural and ecological values, appreciation of intrinsic worth, incremental cost analysis, the integration of local people into the planning process and popular mobilisation.

The Wetlands International - Indonesia Programme's objectives and methods

Indonesia is the fourth most populous country in the world and its population of 205 million in 1995 is predicted to continue to grow at 1.6% (GOI 1994), Thirty percent of the population live in urban areas, where the growth rate is 5%, and 22% of the people live in coastal zones. Facing this reality. Wetlands International - Indonesia Programme set itself the ambitious goal "to stop and reverse the loss of wetlands in Indonesia for the benefit of the Indonesian people", and the programme has developed a matching strategic plan for the triennium to April 1999. To complete this, the programme will primarily maintain a role as a catalizing rather than as an implementing agency and during 1996 the programme will be localised, with decision making responsibility taken by an all-Indonesian management. This management will lead a core of Indonesian technical expertise supported by short-term foreign advisors.

At present there are 29 Indonesian staff and 5 international advisers engaged in three interlinked

areas of work:

- Institutional strengthening and capacity building - both of Wetlands International's capabilities and of government agencies, which involves training and the provision of resources and information.
- Technical conservation programmes of wetland assessment and monitoring, and policy and management.
- Awareness programmes, including dissemination of information, education and publicity.

The thematic programmes show significant changes in some of the programme's strategic directions and strengthening of emphasis in others. For example,

- Resource time will be divided equally between wetlands within and outside the Protected Area System, including wetlands in urban, agricultural and industrialised areas,
- There will be a strong people-centred approach. Awareness and training will be a major activity,
- Management design and implementation will follow an integrated approach including the option of sustainable utilization of fauna and flora and full participation by wetland stakeholders.
- Data collection will concentrate on the wetlands of eastern Indonesia, riverine habitats and areas known to be under consideration for development, for example Jakarta Bay and Central Kalimantan.

Conclusion

AWB-I and Interwader carried out over 70 projects and programmes between 1986 and 1996. The proposed wetland conservation activities of Wetlands International - Indonesia Programme mark a significant change in the organisation's methodology and approach and a clear commitment to working directly with government and the private sector. On the one hand, this is a positive change for it has come about because wetland concerns are increasingly taken into account in government policy and practice and because other NGOs in Indonesia, which were not established when the PHPA/AWB cooperation started, now have defined roles and niches. The Wetlands International *modus operandi* is for facilitation and partnership with these agencies.

On the other hand, Indonesia continues to experience unprecedented loss and degradation of its wetlands, which will ultimately affect the sustainability of its economic programmes and the well being of the people. As Wetlands International - Indonesia Programme, the former AWB-I will redouble its efforts to support the government and people of Indonesia to address these issues.

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