Planning environmental education: A step or a stride forward?

Compilation of introductions and lectures of two conferences: Bergen (1993) and Jurmala (1994)

European Committee for Environmental Education (ECEE)

IUCN

The World Conservation Union

Planning environmental education: A step or a stride forward?

A compilation of introductions and lectures of the conferences

Strategic planning in environmental education
1-3 November 1993, Bergen, The Netherlands,
IUCN North West Europe Committee

Strategic planning in environmental education for the school system
17-19 October 1994, Jurmala, Latvia
IUCN European Committee for Environmental Education

Edited by Chris Maas Geesteranus

National Reference Centre for Nature Management, The Netherlands

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IUCN
Rue Mauverney 28
CH-1196 Gland
Switzerland

This compilation can be ordered from:

National Reference Centre for Nature Management
Chris Maas Geesteranus
POB 30
6700 AA Wageningen
The Netherlands

Tel: +31 317 474820/2
Fax: +31 317 474909/427561
E-mail: c.maas.geesteranus@ikcn.agro.nl

Foreword

This compilation contains a number of background papers of conferences organised by the European Committee for Environmental Education, held in Latvia (1994), and by one of its predecessors, the North West Europe Committee, held in the Netherlands (1993). The European Committee is presently one of the regional networks of IUCN's Commission on Education and Communication.
Both conferences aimed at helping the participants to develop skills in planning their environmental education activities at home more strategically. The conference in Bergen (1993) thereby was directed towards national strategies more in general whereas the conference in Jurmala (1994) took the formal edcuation system as a starting point. The joint report of both conferences ('Planning Environmental Education in Europe') has been published by IUCN and is available from headquarters (see backside page of this document).

Chris Maas Geesteranus
Convenor of the Bergen and Jurmala conferences

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List of participants

PART ONE (Bergen conference, 1993)

Opening address

Chris Maas Geesteranus

Dear colleagues,

The reason why I have come to this conference is that I want to learn how planning processes in ee can be designed better. Planning processes in ee are not poorly developed on the operational level, and maybe not on the tactical level. But on the strategic level (which is the long term process of reaching far-away goals) our efforts are still poor.
This is not only because we find it difficult to formulate our goals for such a period, but also because we often do not see the relevance of such planning mechanisms. Just because our political leaders change every 4 years, or because we have no imagination of the future, or because it does not appeal to financial sponsors or because our financial systems work on a one to one year basis. We have all kinds of reasons for not planning our activities far ahead. But of course we all know (as governmental officials, professional educators, facilitators or researchers) how long an innovation like environmental awareness and environmentally wise acting takes. How long have we been struggling to integrate ee in the formal school system? Half a generation, and still in none of our countries I dare to say that the integration has taken place to an extent we find necessary. Half a generation, 15 years and still we have not reached such goals. So, in my view there is every reason to discuss the matter of strategic planning thoroughly.
The reason why I have organised this conference, has a different motive. As an educational committee in North Western Europe we feel that the sake of IUCN's efforts for sustainable living is well served by educational approaches. Using the words 'sustainable living'. I realise how far we go beyond daily practice of conservation issues. Indeed, our context is Caring for the Earth's 9 principles of sustainable living and beyond that, Agenda 21. Sustainable living could be defined as a present day life style which is not compromising the justified environmental needs of future generations. Therefore, in my opinion, not only an ethic of care should be adopted as a principle for ee, but also an ethic of justice.
This has far-reaching consequences for the strategies in ee we would like to adopt. They are not meant anymore to bring about only conservation awareness and conservation directed acting, but are based on a multi-faceted philosophical background. While this variety of visions is reflected in society, one can be pretty sure that there is no one single strategy available.
This situation should not discourage us; and further, if I would not see any logical line in strategic thinking, I would not dare to collect you all here. I would have been sitting in my office as head of a small section on education, extension and training and do my bit of planning for the future, but not necessarily in line with my neighbour head of the nature conservation section. I do not think that this joint line is always obvious; we have to discover and to conquer it. In the socalled life-cycle of policy development we see always the same sequence repeat; denial of a problem, recognition, preparation of statement, decision-making, execution, evaluation. Therefore we have designed the following methodology for this meeting.

1 We will first introduce the problem of strategic planning to you through the input of Mr. Klinkers
2 Thereafter we will try to analyse which are success factors and which are the reasons for failure (because the English language is so little coherent, English spoken participants advised me not to use the words failure factors).
3 We go into depth what are the constraints for developing ee as we would like to.
4 A number of working groups will then try to identify how we can turn constraints into action plans, where needed
5 A Dutch example of medium term planning for ee and critical comments on that from ngo and research side will show that we have not yet reached the optimum.
6 Because CEC has been thinking about this problem already for some time, we let Wendy Goldstein introduce a manual on this topic. Although we hope, that she has all the answers

to the problems we see, I am not hesitating to say that she might have more questions than solutions.

7 This brings us to the final stage of the meeting where all the experiences we will gather and made explicit during this $2^1/_2$ days, will have to be turned into an effort for conclusions. We will give our best abilities to the formulation of a number of solutions advices, resolutions and whatever else they might be in 3 groups on Wednesday morning

In this way we hope to develop the theme to a full extent. Discussion, introductions and one moment of leisure will bring us hopefully at a level of thinking about strategic planning which does convince those who are in charge of the real decisions in the field of ee and of the finances that are needed to that end, that this way of working is indispensable if we wish to proceed in ee.

Now you may conclude from this that we are here to <u>design</u> wide ranging, national level strategies. If that is the case with you, I say: no, this not my objective. That objective is to have discussions about how to make them work. As one of us said yesterday: it is nice to be part of a network, but the net is nothing without the work!

In other words: if strategic planning is nothing more but a written product from a number of highly skilled bureaucrats and academics, we are nowhere. Nowhere if indeed there are no provisions made to make it really work in practise.

One of my central theses in this respect is that this process should be broken open from the beginning on. This starts with communication about the planning intentions but should lead to participations in that process. Participation especially by those who are working on regional and local levels in ee. This is one of the dicussion points I am asking your attention for tomorrow afternoon.

What we are trying here to reach as an IUCN committee, goes beyond the traditional boundaries of IUCN's scope of thinking. Education is still too often seen as instrumental to nature conservation instead of a way to enable people and institutions to make wiser decisions about their involvement in sustainable living, whatever that may be exactly. I claim that especially the latter view is needed to bring societies a step further in taking responsibility for myself and for you, for my environment and for your environment for now and for the future. It makes me remember discussions we had in Iceland in 1987 where even my proposal for a theme like ee in the formal school system was rejected as not fitting in the IUCN-scene. This is what Unesco should pick up.

I have planned this meeting to be short and intense, rather than long and at ease. I did not mean to suggest, by using the word <u>working</u> conference, that at an ordinary meeting people do not work, but rather that an interactive process should take place. The position of the chair in this room is óne of the consequences of that thought. This is a meeting without formalities: no press, no high ranked officials at the opening or closure. It is a first attempt to deal with ee from a unusual angle.

I hope for a fruitful meeting.

Commission on Environmental Education and Communication and strategic planning

Frits Hesselink

COMMISION ON ENVIRONMENTAL EDUCATION AND COMMUNICATION

AND

STRATEGIC PLANNING

NOVEMBER 1ST 1993

QUESTIONS ON CEC

* Sympathetic towards IUCN's mission?

* Inviting membership?

* Necessary for sustainable living?

* Credible efforts?

TRENDS IN ENVIRONMENTAL EDUCATION

FROM	TOWARDS
Separate efforts	Integration in programmes
End of pipe	pro-active
Knowledge	Behavior
Curriculum development	Strategic planning
Development of materials	Communication strategies
Supply philosophy	Demand philosophy

EDUCATION IN IUCN

Product orientation
vs
Process orientation

Supply philosophy
vs
Demand philosophy

Corporate management
vs
Network management

MISSION CEC

To Promote, guide & network

for

Capacity building & strategic planning

of

Education & communication towards sustainable living

among

IUCN members, CEC members. IUCN staff, partner organizations & affiliated institutes

VISION

Brundtland report

Caring for the earth

Agenda 21

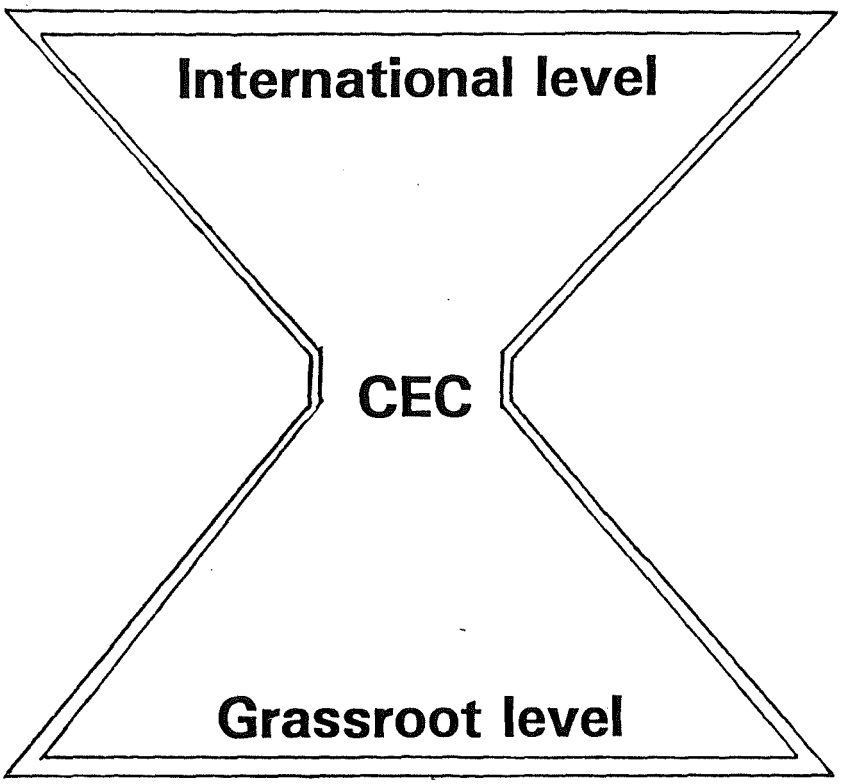
Implementation

Participation

Strategic planning

GVT level + grassroot level

VISION



GOALS

* Regional network for exchange on strategic planning

* Toolkits / capacity building

* Resource base for IUCN members/ programmes

* IUCN programmes : support

STRATEGY

* Regional committees = networks for CB/SP

* Cooperation with UNESCO, UNEP, etc.

* IUCN programmes --> regional networks

* Capacity building

* Cooperation with affiliated institutes

* Connecting top-down & bottum up through steering committee

FIRST STEPS

* Conferences on Strategic Planning

* Workshop during General Assembly

* Mandate new Commission

The essence of policy-making on a strategic level

Leo Klinkers

Presentation on the theory and practice of policy development
Bergen, 1-3 november 1993

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1. I am a consultant in policy development. In that respect I have worked for the Ministry of Environmental Affairs and for the Ministry that is politically responsible for our nature, the Ministry of Africulture, Nature en Fishery.

2. The main core of my business is to help ministers to gain concrete and practical political results. But my assistance is based on a theory of policy development. Nothing is more practical than a good theory.

3. I shall give two presentations. One this morning, and one this afternoon on the subject of policy development. These presentations will be very short. In fact too short. Normally it takes three days to deal with all the necessary concepts of policy development. A handout of my presentation will be available afterwards.

4. Speaking about **concepts.** What I will show you are very old concepts. They exist since the first years of mankind and they will still exist long after we are gone.

5. I would be very grateful if you let me present my story in one stretch. After this there will be a round table in which there is time to answer questions that might arise during my presentation.

6. This morning I shall deal with the conceptual framework of effective, of purposefull, of result-orientated policymaking. Consider this to be a machine. I shall be concerned with the question: what does this machine look like? In the afternoon I shall concentrate on the question: how can we make such a machine? Afterwards, in the evening, you will get a presentation of a concrete example of this policy concept on the policy on nature in the Netherlands.

7. All right, I start.

8. Let us suppose that mr. X considers it to be an undesirable situation that he is not at that door, and that he considers it to be a desirable situation to be at that door. If he wants to reach the door, then he is a policymaker. If he starts reaching for the door, the normal process is as follows:

- when I push backward my chair
- when I stand up
- when I turn my body
- when I set my feet in motion
- when I walk around that corner
- etc, etc,
- then I reach the door.

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9. But, mr. X did not take into account that I have made a deal with his neigbour to push mr. X back on his chair at the very moment that he stands up. So, this policymaker did not take into account that the complexity of the world between his chair and that door had one variable that he did not know of.

10. Mr. X is still that politician who has a clear insight in the place in which he does not want to be, and in the place where he wants to arrive. So, when mr. X starts again for the second time, he not only pushes his chair back, he not only stands up, he not only turns his body, but he also knocks his neighbour down in order to bring this variable under his influence, under his control.

11. But, to his surprise he learns very quickly that I have made that same deal with all the other persons in that row. They pick him up and carry him back to his chair. So, also the second time this policy fails and again mr. X is not on the place where he wants to be: the door.

12. He starts for a third time. He adds to his actions the presentation of a gun with wich he holds everybody under control. He moves alongside the table and being two meters from the door, there is an explosion, the building comes down and again mr. X does not arrive at the door. Again a variable that he did not know of, apart from the question if he ever would be able to have this variable under controle.

13. The point of this story is that policymaking on the basis of trying to maximise the certainty of reaching the door is a wrong thing to do. Of course, reaching the door is the focussing point. It is the ultimate goal of this policymaker, but he will never be certain whether he reaches the door or not. Also in this very simple reality, many things can occur between the chair and the door. Things we do not know of, apart from the question whether he can bring all these variables under his control. For instance, walking towards the door and being two meters from the door he can have a heart attack. And again he will not reach the door.

14. So, it is not permitted to say that policymaking, in terms of fixing a point in the future to be reached, is based on certainty perfection. Moreover, certainty perfection in public administration causes an uncontrollable spiral of laws, regulations and policy notes. Certainty perfection is not only wrong, it is also very bad for the quality of live. It will always be uncertain if mr. X will reach the door.

15. This statement might arise the question how we could explain when mr X in fact reaches the door if he stands up and walks to the door. You might ask me: if certainty perfection is wrong, seen from a theoretical point of view, but nevertheless mr. X has the doorknob in his hands, how can you explain this succesful policy?

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16. The explanation of successful policymaking is very simple and reads as follows. The theoretical framework underneath the reaching of the door is:
. if he do not push back my chair
. if he do not stand up
. if he do not turn my body
. if he do not start walking
. etc, etc
. than he will never reach the door.

17. What happens if he does this actually? I show you. Pushing back the chair means that the uncertainty if he reaches the door will be diminished by one factor. Standing up means that the uncertainty if he reaches the door will be diminished by another factor. Turning his body means that the uncertainty if he reaches the door will be diminished again by another factor. And if he keeps going on to eliminate a relevant number of uncertainties, then he finds himself at the door.

18. Successful policymaking is nothing else than **uncertainty-reduction.** It wil always be unsure, uncertain if he will reach the door. Going to the door is always a matter of striving for the door, but never certain if he will get there. Successful policymaking is striving for a goal by reducing uncertainties.

19. Let me ask you a question. What is mr. X doing when he walks towards that door? Is he moving into the direction of the door, or is he moving away from the chair? The latter. He is moving away from the chair. Like a rocket, send from earth to the moon. Any split second the rocket moves further away from the earth and maybe reaches the moon.

20. This concept is very important to understand. A successful policymaker emphasises his energy completely on trying to get away from this position, from the situation he does not want, from the undesirable point. The name of the concept is: **remedial orientation.** Taking into account a very few stations to be passed. And each time that he passes a station he knows two things:
. I am moving away from the situation that I do not want
. and I am moving in the right direction.
But never ever he might say: I shall arrive at my goal. Because that will always be uncertain.

21. So I give you some definitions of successful policymaking:
. policymaking is striving for reaching a certain point in the future, but it will always be uncertain of you will reach the point indeed
. policymaking is uncertainty reduction
. policymaking is focussing on moving away from an undesirable towards a desirable point with the emphasis on moving away
. policymaking is passing a very few stations where each passage proves two things: I am not anymore on the undesirable point, and I am moving

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into the right direction.

22. From now on I shall change the example of chair versus door, in a new example: Amsterdam-Barcelona. Let us assume that we are in Amsterdam and that we all agree that this is not the place where we want to be. Instead, we agree that Barcelona is the desirable point to reach in the future, going there by car, with mr. X as our driver and guide.

23. I draw a straight line between A'dam and B'lona, with a small number of stations to be passed, such as Bruxelles, Paris, Lyon, Perpignan, Gerona. As soon as we pass the sign 'Bruxelles' we know two things:
. we are not in A'dam anymore
. and we are on the right track.
But if we ever reach B'lona is uncertain. Anything can happen. Especially on the Belgium roads.

24. I drew a straight line between the two cities. But the reality of public policy is that there is never a straight line. The factual course is always zigzag. When we arrive at a point left of the ideal course we turn the 'policy car' to the right to catch up with the ideal course again. But in reality we mostly jump over that line and find ourselves at the right side of that ideal line. But by turning over and over we eventually reach our goal if nothing comes in between.

25. This zigzag line has a certain name. It is the oldest and most important concept for successful policymaking. So I ask you: what is the name of this concept?

26. It is called **negative feedback**. And it is one of the concepts of the science of cybernetics. Another question is: where does the word **negative** stand for? Let us assume that we, driving from A'dam all of sudden see the sign 'Maastricht'. If you know the map of Europe then you know that we are very far out of the course we had agreed upon. So when I ask you again: what does negative mean in the concept of negative feedback, what would be the proper answer?

27. Not the fact that we are out of course. 'Negative' stemms from the latin word 'negare' which means to deny or to undo something. In algebra it is the item - (minus). Negative means the **correction** of the deviation of the course: the undoing of the deviation. And by putting one correction upon the other, we gradually move further away from A'dam into the direction of B'lona.

28. This is the utmost beautiful thing in the world. Negative feedback enables people to reach goals, whatever goal. Take for instance a coffee cup. When you would film the movement of my arm towards the cup, picking it up, you would see that my arm does not go in a straight line. It always is right or left from the ideal course. But my eyes, my nerves, my muscles, and my brains can do three things:

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. to monitor the deviation
. to give an order to correct the deviation
. and to carry out that order.

29. Without a good working negative feedback system it is not possible to reach a goal. And this applies to any form of policymaking. Going to the bathroom, picking roses in the garden, driving your car, managing a department. It does not matter. Each and every time you get in the place where you want to be, it is always based upon the fact that there has been a good working negative feedback process.

30. There is only one problem. In public administration there is no negative feedback system. When a policymaker wants to reach a certain goal, he has to design and to build such a negative feedback system. This is the machine I was referring to when I started this lecture. This afternoon I shall dwell on the way this machine has to be build. But for now I focuss on some characteristics of the system.

31. The term 'negative feedback' implies that there is also **'positive feedback'.** What would this be? Let us assume again that we are in M'stricht and that we want to make a correction. But in stead of a negative feedback correction we do positive feedback. Where will this bring us? Not towards the line Bruxelles-Paris, nor towards the line M'stricht-B'lona, nor the line M'stricht-Rome, but the line M'stricht-Bonn. Positive feedback means an enlargement of the deviation. In algebra it is the item + (plus). In economy it is called multiplier. It is the array: 2-4-8-16 and so on. It stands for escalation. In fact: positive feedback brings us further and further away form the right course. So, this is desastrous.

32. In cybernetics negative and positive feedback have no moral appreciation. They are neutral terms. In politics however, negative feedback is very good and positive feedback is very bad. A certain kind of decisionmaking leads straight to positive feedback. But I have not got the time to tell you what kind of decision-making this is. Maybe there is time later on to give some examples.

33. Let's continue with another characteristic. Assume that we suddenly see the sign 'Marseille'. So, obviously our driver, mr. X, missed in Avignon the right direction to Perpignan and led us to Marseille. At that point some one might put forward the question: 'why should we keep striving at reaching B'lona? Why don't we go to Monaco? It is very nice place to be.' As we all agree and start moving to Monaco, we do neither negative nor positive feedback, but **feed in**. Which means a correction of the goal.

34. And now we are in the heart of the matter. In public administration 98% of our work is - our better: should be - based on negative feedback. But in fact it is very often based on positive feedback. Which is the case of our Dutch environmental policy. And we rarely understand the right moment to do feed in. Feed in,

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so leaving one goal aside and putting another in front, is very very important. Circumstances change, political and economical possibilities change. So after a while one should have the courage to drop a goal and to start striving at another goal. Doing this, we obviously start again a negative feedback process. Since our course from Marseille to Monaco will be ruled from the first meter by negative feedback. If we, leaving Marseille, after a while see the sign Genève, then we know that we went out of course.

35. And now the final concept of successful policymaking. Let us assume that we are still in A'dam, setting out our course to B'lona. Some one - who has driven this course often, and who knows that there are always deviations - might ask: if there is a deviation, how far do we accept to be driven out of our ideal course? Is M'stricht the most far point east of our course? And is Nantes the most far point west of that ideal course? This type of questioning refers to the necessity of setting the margins between which the policy has to be fullfilled. It is called: the **bandwith**.

36. As such this is a well known concept: no policy accepts marginless deviations. But very few people know that setting the margins, so setting the bandwith, means three things:

. firstly it is the setting as such, so putting points along side the ideal line
. secondly it is appointing one person, for instance our driver, to be in charge if we have the bad luck of arriving at that point in the bandwith
. thirdly it is setting the powers that the person in charge may execute.

37. Setting the bandwith is the conclusion of the negative feedback system. Which means the following:

. when we reach M'stricht, no one is allowed to question the seriousness of this deviation; so no one has the right to say, 'well, allright, it is not good, but don't bother, let us drive on a little while more to the east.' No, bandwith is bandwith and that means alarm, all hands on deck, and all energy put into one thing: correction of the deviation
. there is also no room for discussion who is in charge. We have decided upon that when we were still in A'dam. Mr. X is in charge and we will not allow any dispute about that
. and finally, there is no room for a dispute about the powers of mr. X. When in M'stricht a government official, working at the road, waves at us in order to go more to the east, mr. X has the power to run him over in order to move towards the ideal course.

38. This brings me to the final picture.

. successful policymaking is based on uncertainty reduction
. uncertainty reduction is nothing else than move away from the situation where you do not want to be, passing station by station
. on this road there will always be deviations; that is a fact of public policy

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- focussing on correcting the deviations leeds towards the goal, which means in effect, brings us further and further away from the point were we do not want to be into the right direction
- this repeatedly correcting of deviations is called negative feedback and this is the one and only universal system for goal-achievement
- but negative feedback means steering on the course, thus upon financial, personal means, on buildings and cars, on telephones and powers etc, etc
- this is not easy because it means that everything is subordinate to the ultimate goal, reaching B'lona
- unless new circumstances indicate that B'lona is not any longer the ultinate goal and that Monaco is appointed to be the new ultimate goal
- but from the moment on that we start moving to Monaco, negative feedback will rule the way.

39. So far an explanation of what the machine of successful policymaking looks like. This afternoon I move to the second question: how can we build such a machine?

= =

40. The building of a negative feedback system in public administration consists of seven steps, not six, not eight, but seven. I shall take every step into consideration.

41. The first step is the necessity of perceiving what kind of problems reality performs. All handbooks about public policymaking presripe that **perception of reality** is the first thing to do. But that is very difficult. Fourty people, sitting in this room, watching the same picture on the screen see different things. I shall show you some examples, coming from social psychology. (sheets)

42. So, telling what you see in reality is one thing, achieving an agreement on the decision that we all see the same is another thing. This leads us to step two: every statement about problems, seen in reality, have to be proved correct statements by showing the **facts and figures.** In showing the facts and figures step 1 becomes a legitimate step.

43. An example. When I say: 'I have an headache' I give you an perception of a problematic reality. Secondly I have to prove to you, somehow, that it is true what I perceive. If not, it is a false perception.

44. The third step is concerned with **value.** Saying that I have an headache is one thing. Proving that this is a correct statement is another thing. And telling you that having an headache is a non-desirable point, and that not-having a headache is the desirable point is a matter of appreciation. Matters of appreciation are matters of political value. To put forward political value is the same as starting the engine of

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policymaking. I could confine myself to the statement that I have an headache and that I can prove that this is true. But from then I could leave it aside. However, from the moment on that I declare that having a headache is not desirable, and not-having an headache is desirable, I start moving on the course from A'dam to B'lona.

45. The fourth step is delivering an argument to sustain why I want to have no headache. This leads us into the world of argumentation, the world of logic, into the rules made by Aristotle threehunderd years before Christ. It would take us too far to dwell upon this body of knowledge, so I confine myself to the statement that any political will, so any statement that we should try to reach the door, or B'lona, needs a logical argumentation. If not, the political value is not sufficient.

46. The fifth step asks for the causes of the problem, mentioned in step 1. Where does my headache come from? Do I drink too much? Do I have bad feet? Or do I walk too many times with my head to the wall? Only if we know what causes the problem we are able to solve the problem.

47. The fifth step is the focussing point for this evening. So I dwell on it a little longer. Step five refers to the necessity of making a so called problem&cause analysis. Such an analysis looks like an organisational scheme with the arrows floating bottom-up. I shall draw such a scheme with the headache as an example. Drinking, bad feet and head against wall are three different chains of causes, each causing a certain amount of the problem, the headache. But each chain has layers of causality. And to eliminate the lowest causes is the most successful policy.

48. Fundamental and successful policymaking enrolls along the following lines:
- make the drawing
- show the different chains of causes toward the problem
- show the layers of causality
- eliminate the lowest causes
- and the problem will be erased completely.

49. This brings us to step 6. Trying to eliminate the lowest causes of a problem is very difficult. It cost money which is not always available. It cost time which you have not got. It cost politicale approvement which you do not get. It cost commitment of social partners who do not want to cooperate. So, the elimination of causes is always a matter of more or less. Step 6 therefore stands for **cost-benefit analysis and feasibility**. It gives answer to the question on which level of the cause-analysis intervention might be successful. In terms of the headache: can I stop drinking, do I have enough money to have my feet set in order, and am I capable to stop walking against the wall?

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50. Finally step 7. This step consists of the **concrete actions** - derived from the cost-benefit analysis - to achieve the desirable point: not having an headache. So, going to Alcoholic Anonymous, collecting a loan from the bank to pay the doctor who operates my feet, and keeping my hands always in front of me to warn me when there is a wall in front of me.

51. In a picture you see the seven steps in the following order: sheet.

52. So step 3a is A'dam and 3b is B'lona. The signs Bruxelles, Paris, Lyon, Perpignan and Gerona are specimens of step 5. The arrows from A'dam toi B'lona are specimens of step 7. Altogether, this is the universal negative feedback system that every one needs in the practice of public policymaking.

53. To put it in another, conclusive example:

step 1: I am cold

step 2: I prove this be being pale, shivering, and putting my hands underneath my arm-pits

step 3: (a) to be cold is undesirable
(b) not to be cold is desirable

step 4: when I am not cold I perform better

step 5: being cold is in the upper layer caused by (a) the not-working of the heating system, (b) an open window, and (c) wearing my summerclothes, while the lower layer shows that heating system is not working due to the cause that it is stuck, that the window is open due to the cause that someone forgot to close it, and that I am wearing summerclothes due to the cause that I did not think good enough this morning

step 6: do I have money to have the heating system repaired (answer is yes), can I close the window (answer is yes) and would it be possible to bargain with you about lending me some warm clothes (answer is no)?

step 7: so, I call a mechanic to repair the system, I close the window and I have to accept that due to the cause of being underdressed, I will continue a certain level of being cold.

53. So far the theory. This evening mr. Bosch will show you how it worked in the context of the Nature Policy Plan of the Ministry of Agriculture, nature and Fishery.

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The state of environmental education strategy development in Hungary

Enikö Szalay-Marzsó

Bergen Conference 1993
Eniko Szalay-Marzso

THE STATE OF ENVIRONMENTAL EDUCATION STRATEGY DEVELOPMENT IN HUNGARY

1.The background and contributions of those involved in the process

In Hungary the work on EE strategy started at the end of the 70' ies. That time the National Institute was responsible to carry out the task.It had about 6 years of practice, which included the followings:

-establishing Committee of ENVED;
-preparing manuals, teaching guides;
-organizing conferences and other gatherings, etc.

There was a new step in the history of EE when -- after the Ashabad GA of IUCN in 1978 -- following one of its own recommendations the National Committee of EE of IUCN in 1979 February has been established. The Committee than worked with success under the leadership of Dr. GY. Kontra, vice DG of the National Institute of Pedagogy, later professor of ELTE University. The committee met 3-4 times a year(in 1993 it already met for the 35th time). The Committee consists of teachers in service at different levels of the Hungarian educational system, people from the mass-media and representatives of different NGO-s.
In 1985 the chairmanship was taken over by Dr. Andras Victor, professor of the Department of Chemistry in the ELTE TEACHER TRAINING COLLEGE Budapest.Dr. A. Victor is deeply involved in the process of EE and training, is author of several books and teaching aids.
The main objective of the above mentioned Committee is spreading information between different representatives of different institutions. The information means:

-new ways of teaching about the environment;
-priorities in Hungary in connection with the environment;
-bringing "new" people together that belong to different groups;
-informations about forthcoming events, like conferences, camps, recenly published books, new TV and radio programs, exhibitions, etc..

The Committee was deeply involved in the organization of conferences -- inside and outside of Hungary. Members of the Committee were responsible for organizing other gatherings, like national conferencies, UNESCO and other meetings. In spite of the highly appreciated volunteer work of the Committee members the "results" were not really visible. It had its reasons, why :

-the continuous reorganization of the authority (es) responsible for environmental matters, parallel with consecvent changes of personnel(for example the persons in charge of EE matters in the ministries changed three times with about two years time appointed to each).

The same had happened in the Ministry of Education.There were efforts to make an agreement between the two responsible ministries , as it happened 3 times in 5 years just after the approval of the document, signed by the two ministers involved, who

dissappeared from the scene.
In spite of that what last had happened at the end of the last year the two ministries are working together on the line of the action plan they had worked out together.

2.The rate of public support

At the beginning there was nothing to be mentioned about of public support. The reason, why it was underestimated was the lack of public awareness(which still stays on a low level). The root of the problem is the lack of knowledge, the minimum programmes in the TV and radio about environmental problems and - frankly speaking- the very low level of knowledge in the country. In the last 40 years the Hungarian public learned how to spend the state's money; they never learned about saving expenses. "Everything belongs to the state -consequently belongs to me". Disorder in the daily life produced disorder in the environment as well. When the recognition finally surfaced, there were two types of people who were concerned about environmental matters:

- -those who were enthusiasts;
- -those who were " aware "because it was a fashion, who were finding out immediately that to deal environmental issues will help to build up their carriers.

Sooner the first group started to work out their strategies, but it was a long process to get accepted in the whole country.
Of the second group I do not want to say anything.
Now we can say the public support is increasing, but not for the environment as a whole , only for specific issues like

- -market economy
- -EIA
- -monitoring
- -auditing
- -risk analysis, etc.

If people want to organise some gatherings on the above mentioned topics, these will be sufficiently supported by the public and by different authorities.

3. Governmental support

The support from the side of the Government for EE was different in the last 4-5 years.
First it has to be mentioned that mainly the Ministry of Environment supports EE programmes, the support of the Ministry of Education is less, but still significant. In our new political and economical situation the Ministry of Environment gets from its central budget 2 million HUF for EE programmes (1DFL=50 HUF) plus from the "basket" of Research and Development 6 million HUF. This money is strictly for research in educational activities -- mainly at the upper level.
There is an extra support, the Central Environmental Fund.
From the end of 1992 the so- called" petrol- tax" was installed in Hungary. This means that after each liter petrol a Hungarian citizen must pay extra 50 cents (filler).This money flows into the above mentioned fund. The money can be spent only to the followings (in 1993 precisely) :

- -everything in connection with the development of environmentally friendly motorization;

-nature conservation;
-raising environmental awareness, education.

Concrete example our Department of the Ministry has received 20 million HUF for educational projects, programmes in one year. There is also money available from that fund for PR issues in connection with public education, in nature conservation, air pollution, etc. but these fields are mainly lacking the educational aspects.

We can say that we never had earlier such a good situation to support EE activities, but frankly, we could have spent three times more of the money for good goals instead of image building processes, with only a short-time effect.

4.The status of education on environmental issues in Hungary

At the different levels of our system we can summarize the followings:

Nursery schools

The activity there can be judged as fairly good, as far as methods and materials are concerned. Some kindergartens are in the network of study-centers, they are doing outstanding work but still we have many of them who do not value enough the outdoor activities.

Elementary schools

They are dealing mainly with nature conservation issues, especially in the subjects of Biology and Geography, but they are lacking environmental issues in most of the curricula. We have only few (about 100) elementary schools with functioning advisory boards, which plans and designs when, where and what is to be taught in connection with the environment. This is not compulsory, the schools have their own freedom, to make their own decisions. That is why we relay upon our Study centers which are helping a lot in that sense.

There are thousands of vocational groups, clubs, etc. dealing with environmental, mainly conservational issues. Their work is more or less coordinated, but not enough. Here lies a not yet exploited territory for the Ministry of Education as well.

Secondary schools

Following the known political changes in Hungary we have a big variety of schools:8 years , 6 years and 4 years. They are free to choose their manuals, the subjects and many of them are working under the "umbrella" of some project funded from abroad. Anyway there is a framework of their activity, they know their goals what they want to achieve.Although they have no separate obligatory subject, they have the right to choose the facultative subject:" Man and its environment" designed for vocational and technical secondary schools. According to the latest data, more than 300 secondary schools had chosen the subject freely in 1993.

Vocational and technical schools

They are obliged to teach the above mentioned subject which they carry out in 3 years. Books, slides and tapes are provided for the teaching.

There are competitions - even traditional ones - which help the work and learning about environment :

-Kitaibel competition yearly (50 000 students in 19 years)

-Bugát competition
-"Only one Earth"- every second year
-Herman Ottó competition for elementary grades
-Kaán Károly competition for elementary grades

Upper level

Since 1974 we have had subjects at the Technical University of Budapest-even at post-graduate level- about air pollution, water pollution, ecology. From this academic year on every university of Hungary has to teach environmental issues. Three of our teacher colleges have already Departments of Environmental studies.There are courses for in-service training :

- intensive course on the environment- free of charge(120 hours of lectures, 40 hours of field work)
-human ecology for two years (admission fee 15 000 HUF pro semester).

Besides these courses, there are several others with the support of different fund, but the participation of a teacher depends always upon the schoolmaster. It has also financial points, like the temporary replacement of the course-participant, etc.

Teacher training has a tradition in the following universities:

ELTE -Budapest,
KLTE -Debrecen,
JATE -Szeged,

New ones: University of Veszprém, University of Janus Pannonius - Pécs.

At the University of Economics of Budapest there are many courses of environmental issues -mainly on market economy, EIA, auditing,risk analysis, monitoring, management, environmental advisor training, assistant training etc.

5.Involvement of sectors in society (like agriculture, energy,housing,transport and infrastructure, welfare, education and industry,etc.) in environmental and educational issues^Z

The Ministry for Environment and Regional Policyand its Dept. Of Education invited all ministries, representatives of different decision maker's institutions in early 1993. The main objective of thatmeeting was to find out different ways, how we can work together to strenghten ENVED in Hungary. The participants madesome recommendations,which were put together into an action plan which had three parts: short-, middle- and longterm activities. The action plan was sent to the Parliament's Commission on Environment for discussion.Now this material is almost its final stage, where all the recommendations were built in. As the Parliament already accepted the Education Act in June 1993, we had the opportunity to use some of the details in our Environmental Act, which will be received by the Parliament - hopefully - at the end of this year.

I have to mention , that besides the Ministry of Education, we worked out close contact with the Ministry of Agriculture and with the Ministry of Labour. The last one had its importance, as right now is under preparation the National List of Professions. What fields will be covered there, whether there will be opportunity for jobs in the future.

All ministries have some projects in connection with the environment, but until 1993 they were not coordinated by the Ministry of Environment.

6. The political "climate" for innovations

We think that this is a very positiv field of EE. There are many young professionals, with good and fresh ideas and skills,and they have the best possibilities than ever to develop their knowledge in environmental issues.

There are hundreds of foundations like PHARE, TEMPUS,SOROS, PRO RENOVANDA CULTURAE HUNGARIAE, GERMAN MARSHAL FUND, BRITISH COUNCIL, AUTONOMY,etc. which offer scholarships, offer money for different establishments, etc.

I have to mention - not because we are in Holland - that many offers came from Delpht, from different institutions, which means nearly one year study in Holland, where the scholar has the right not only to study, but he gets the right for example to use the bench fee as well. The problem is, that there are many offers, and we cannot fulfill them because of many reasons:

-the boss of the scholar does not want to let away the person for such a long time;

-the still existing problem: lack of language-knowledge, which means some handicaps to attend a course.

I just want to make an example: we sent out more than 100 application formats to different institutions concerning the Delpht courses and we got back only two (!) positive answers! Probably these opportunities areoverlapping each others ?

7. The existing infrastructure in environmental education in Hungary (see separate page).

8. The professional level of NGO's and educational institutions

The best NGO, in connection with EE is the Independent Ecological Centre, which was established in 1990. The Center organises courses about teaching different issues on the environment, introduces new methods inside and outside of the schools, invites well-known speakers from all over Europe, etc. The Center organises campaigns for the Earth Day and for other events.

In 1991 two associations were established: the Society of Teachers in Nature Conservation and the Hungarian Environmental Education Society. The latter one is already a member of IUCN.

Among the hundreds of NGO's we have to mention the Göncöl Foundation, which is carries out different projects under the sponsorship of various Western Funds. The Foundation became just recently member of IUCN as well.

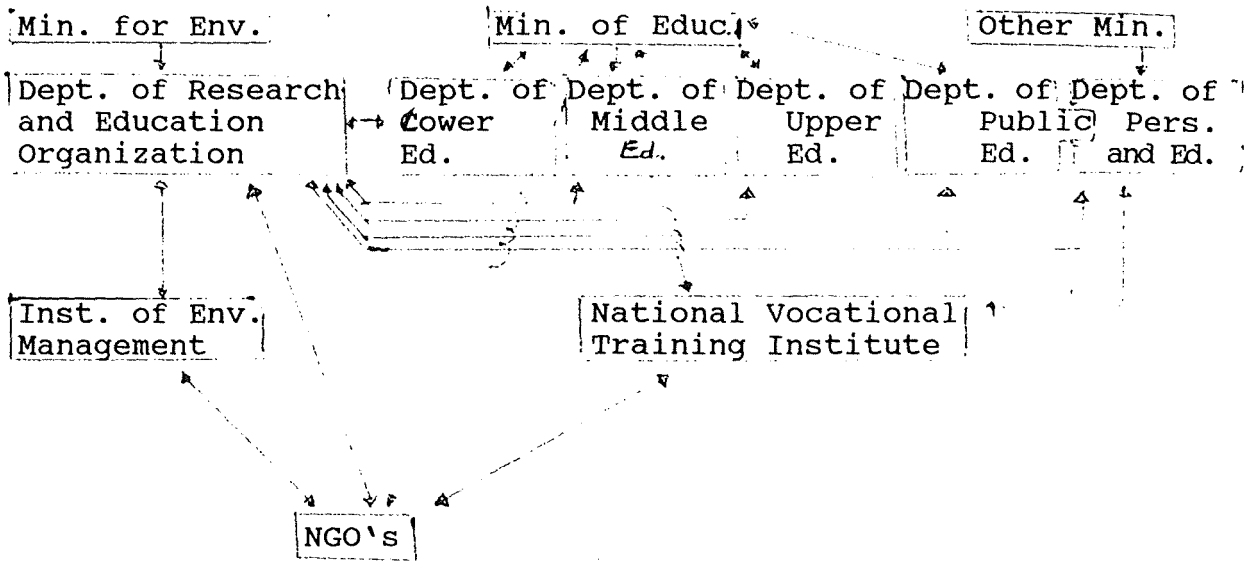
There are many of NGO's, who are relying upon the financial help of the Ministry of Environment (from the "basket" of the mentioned petrol-tax). Most of them criticise the way how they get support. They would like to form an advisory board from themselves who will decide the amount of support for each of them.

We would like to say that there are two slides of the coin, the Ministry must find out a more satisfactory way about the NGO funding.

9. Funds available....

According to my opinion there are many opportunities to find funds for EE, but not everybody use the offered possibility. The most respectable funds available for strenghtening EE are as

7.The existing infrastructure in environmental education



follows:

PHARE

In the Ministry of Environment we are dealing with- at least - eight PHARE projects in connection with education.

PHARE 401 - deals with expert's exchange and study trips. Hundreds of students and experts went abroad with the financial help of the project.

PHARE 151 - deals with the status of EE in Hungary. It had three phases, now it is almost finished.

PHARE 402 - deals with manager training, etc.Just in these days we started a new PHARE project about teacher training (=30.000 000 HUF)

CIRCLE-CHAIN - US-EPA- Institute of Sustainable Communities and Hungarian project deals with elementary school-children and students of Primary Teacher Training College.In the last school-year the support was 33.000 USD, this school-year it increased to 40.000 USD and the number of participants was raised up to more then 3oo people.

ACID RAIN PROJECT - Norvegian-Hungarian project deals with air pollution and investigating the ozone depletion. One year is already finished and it is now in its second year. 1.400 school groups are prticipating in that project.

FIELD STUDIES COUNCIL, UK.

The study centre of the FSC was opened in 1991 in Hungary which achieved good results in the first year. Now there are changes in the leadership, but the main task remains. Besides that, the FSC sponsored one conference for study center-leaders and going to sponsor one other seminar at the end of ^November. We have to mention that their sponsorship doesnt means purely financial one. They (the FSC itself) gives a series of new issue-based, action oriented methods, and they work closely together with the Hungarian partner.

WWF - UK

Several programmes are under the sponsorship of WWF-UK. The advisory board decided to publish some booklets concerning different issues of EE. The first two booklets are already out of the printing house.

BRITISH COUNCIL

The Council plays a significant role in the development of EE in Hungary. It finances several meetings, study trips and teacher training projects as well. They are one of the most generous body to strenghten new ways in EE.

OECD-ENSI project

Two years of the project are finished. Environmental school iniciatives were studied and practicised and the final report was already sent to Paris last September. We hope that the decision makers of OECD want to continue in the following year.

ARGE

Hungary and Austria have developed a mutual programme about four years ago. Since that time there are regular invitations from the side of ARGE. Mainly study center's leaders and NGO members are invited to the courses organized atleast twice a year. The participation is free for the selected teachers and for other experts. The main value of these courses are the following:

-the participants learn the most up to date issues of EE;
-the participants learn the ways and methods how to teach them;
-the participants make new friendships in the field of EE.

ASSOCIATION OF GERMAN FOLK HIGH SCHOOLS

This above mentioned group is one of the most significant sponsor of EE activities. It finances several conferences, seminars and other gatherings.

IUCN

I started this lecture with mentioning IUCN and I want to finish it mentioning again. Without this organization our work could not have been done. What are the values of IUCN in connection with education?

-First we have to mention the 45 year's tradition (the Commission of Education was established in 1948);
-Secondly we have to valuate that the organization provides us with the most up to date issues about global conservation matters;
-Thirdly IUCN gave us an "open door to the world(in the past it was especially valuated, when the "door" was more or less closed for us);
Last, but not least IUCN gave us a recognized status in our country.

10. OTHERS....

After nearly 25 years of experience in that field I can tell that in the given circumstances we did our best for EE. Inspite of our efforts and good results now it is absolutely "clear" - at least for myself - that I have made a big mistake: I did not advertise mine and our work enough. Now I know that this have to be done daily - monthly - yearly - at least regularly and in every channels of the mass media. The behaviour of us has to be changed, no matter how much it costs. In this world, where everybody is so occupied, no one has time to find out what is going on in the field of EE. We have to put every little results, every problems how to be sold, every steps of us on a "tray" and offer that to everybody. This is why high time to have a common EE strategy for us in Europe.

Environmental education in Latvia

Raimonds Ernsteins

ENVIRONMENTAL EDUCATION IN LATVIA

Short overview *

R.Ernsteins
University of Latvia Ecological Centre
19 Rainis blv., Riga, LV-1586, Latvia

Overcoming the remains of "political contamination" of minds and developing interdisciplinary, issue-oriented and interactive environmental education (EE) is a basis for solving and preventing these complex environmental problems.

A course titled "Nature Studies" is taught to the schoolchildren in classes 1-4. Subsequently, no special or comprehensive environmental education courses are taught. Environmental knowledge and attitude are acquired through courses in biology, geography, chemistry, physics as well as other subjects. Mention should be made of several school subjects rooting in Latvian folklore and handicraft heritage as they could be considered to belong to so called cultural environment education. These are the first attempts at on integrated approach to EE which als includes involving students in different practical out-of-class activities, e.g., gardening and fieldwork, clean-up functions, case studies and issue oriented excursions.

Students at the secondary school level (classes 9-12) have more opportunities to explore environment issues as part of natural science subjects as well as by choosing some specific optional subjects such as "Ecology", "Nature, Man, Society" which have been actively introduced during recent years.

Environmental studies at the tertiary level are more widely represented at different universities and other higher educational institutions of Latvia. Formerly there were only several special or optional subjects within the traditional disciplines at several faculties, but during the last few years many new opportunities for specialization appeared for EE, such as industrial ecology, environmental chemistry and special multidisciplinary courses on Environmental Science and Management. There are also some opportunities to take part in foreign and international graduate and specially post-graduate interdisciplinary programs like EPCEM, TEMPUS, Baltic University, Central European University etc.

Parallely to the training of environmental specialists at the university level, special vocational studies are available to train environmental technicians and technologists, e.g. for forestry, fish-farming etc. Currently, there are also several in-service training courses and programs for environmental specialists working in at regulatory agencies, as well as school teachers.

In the fall of 1991, the Environmental Science Council of Latvia was established as an independent coordination body, composed of lecturers and specialists working in environmental protection, representing most of the higher education and research institutions of natural, social and humanitarian sciences. This interdisciplinary expert body provides counselling and expertise for decision-making on various environmental and resource use issues.

Various types of environmental research work are carried out at the institutes associated with the Academy of Science of Latvia. The Academy is presently experiencing difficulties as part of the transition taking place in the country. There are large number of diverse research institutes and departments at the universities, ministries, Environmental Protection Committee and nature conservation agencies utilizing interdisciplinary methods to deal with environmental issues.

Joint research projects and cooperation with various international scientific programs, e.g. UNESCO MAB, Baltic Sea etc. are rapidly growing. Problem-oriented bilateral cooperation is flourishing, particularly with various institutions and state agencies from the Nordic countries. There are joint research projects on the main river basins of Latvia and the Riga Gulf, management planning and risk assessement issues etc.

During the last decade the number of diffrent public and out-of-school environmental activities oriented towards raising public awareness and increasing public partricipation is still growing as well as the developemnt of issue oriented EE, e.g. energy, health education etc., organized by the main NGOs, professional and inventors societies, Nature Houses and Culture Fund of Latvia. Mass media (press, radio, TV) is currently paying considerable attention to nature and environmental "hot spot" issues and even creating special programs. There is good cooperation between the mentioned non-governmental institutions and the EE Department at the Environmental Protection Committee and less with the Ministry of Education.

In order to expand environmental education and training there is an urgent need to cope with the following main problems:

1 – lack of a National Strategy on EE and awareness raising;

2 – lack of apppropriate curriculums, programs, terminology and text-books for the integration of EE into all subjects and levels of education;

3 – an insufficient level of interdisciplinary and interactive pre- and in-service training of environmental, administrative and industry decision-makers, teachers etc.;

4 – bridging the gap between academics, scientists and NGOs; state, as well as local authorities, and citizens; conservationists and local residents.

National and various international networks on EE faciliate the collection, analyses, storage, translation, popularization as well as the dissemination of much needed resource materials and information.

During the last years considerable work has been done in this field by the University of Latvia Ecological Centre. The Ecological Centre has developed a specialized library on EE, acts as a Clearing House for EE, and offers training programs. The Ecological Centre has also adapted and translated self-designed resource materials – teaching aids, bulletins, proceedings, glossaries and books for formal and non-formal EE at all levels. For the first time, annual environmental reports in Latvian are in preparation - "EE Yearbook '93" and "Environment and Development. Latvia '93". The above mentioned as well as other activities are serving as a real resource base for environmental education.

* From "Environmental Status Report 1992. Republic of Latvia". Compiled by R.Ernsteins and V.Seglins. IUCN Cambridge (in print).

Planning for environmental education in Scotland

John Smyth

PLANNING FOR ENVIRONMENTAL EDUCATION IN SCOTLAND.

John Smyth

In Chapter 36 of Agenda 21, the U.N. Conference on Environment and Development (UNCED) called on every nation to bring together a group of people, representing all the relevant sectors of society, to prepare a national strategy for environmental education.

In Scotland a group of that kind had already been working on a strategy since autumn 1990. In April 1993 it presented its report "Learning for Life", to the Secretary of State for Scotland, by whom the group was set up. The report has since been widely circulated for comment and a government response is expected early in 1995.

To ask what factors have contributed to the success of the Scottish project is perhaps premature, since the degree of success cannot be fully judged until the Secretary of State's response is known. However the many comments received on it have come from all the sectors concerned, have been supportive of its recommendations and often very constructive. They indicate a growing volume of activity along the lines proposed and a good foundation for further development. A few initiatives arising from the report are already being taken in both the public and private sectors. So it is reasonable to pick out those features which have helped to bring us at least so far.

Make the most of an opportunity.

The chain of events which led to the establishment of the Secretary of State for Scotland's Working Group on Environmental Education started from the happy coincidence of at least two things. One was the 1989 meeting in Scotland of the NW Europe Committee of IUCN's Commission on Education and Communication which led to environmental education being given a high profile in the presence of the Scottish Minister for the Environment. The other was that the government at that time was preparing a major white paper on the environment ("This Common Inheritance" 1990) and was ready to demonstrate a concern for improving environmental education. Other relevant sectoral developments were happening in Scotland at the same time - in schools, universities, the business community, the government conservation agencies and elsewhere - and they all helped to make the time propitious. Whether by careful planning or by good luck, catching the right moment for promoting a strategy is important.

Get the definitions right.

In spite of all that has been written and spoken about environmental education in recent years it is surprising how many people still think of the environment as just the green environment and of education as entirely a matter for schools and universities. The Scottish Group set out its

much broader definitions from the start and even had to get approval for an addition to the Group's membership to reflect them. The environment is the whole environment in which people live - natural and man-made, physical and social, aesthetic and economic, with a past, present and future - and education comprises all those ways that are capable of guidance by which people learn about their environment. Our insistence on these broad definitions was widely welcomed but not always easy to sustain. Yet failing to sustain them would have led to a strategy full of holes.

Put your principles into practice.

Two of the most successful approaches <among many) which the Group adopted for carrying out its work arose from these definitions. To spread its task the Group created six sub-groups representing the main contexts in which it saw environmental learning taking place - the home, the community, leisure and recreation, school, post-school education (and training) and the workplace. In addition it had sub-groups concerned with powerful outside influencers - policy-makers especially in national and local government, and other external influencers such as the media and advertising. All the sub-groups were free, if they chose, to co-opt members from outside the main Group and thus extend the range of expertise available. This approach made it possible to give the different channels of education - formal, informal and non-formal - their proper places relative to each other and to different times and circumstances in the lives of people.

Bring in as many players as you can.

The other very successful approach adopted by the Group was to hold intersectoral workshops, of roughly 20 participants, on particular relevant topics. Participants were drawn from government departments and agencies, local government, formal education, business, professional institutes, voluntary, community, religious and youth organisations, and their greatest value was in bringing together people who had previously had little or no contact with each other, to discuss common interests in aspects of environmental education. New initiatives arose directly from these workshops, making the process at least as valuable as the product. It underlined the responsibility that everyone shares for effective environmental education. Along with other approaches - conferences, discussions with key individuals, questionnaires and so on - we also saw these as ways of increasing the number of people who felt they had a stake in the final report and a share in its ownership.

Line up friends.

An important extension of this process came near the end of our period when the report was largely drafted. We took the relevant sections to a series of consultations with the main organisations likely to be involved in implementing recommendations, to try to ensure practicability and a

sufficient degree of common outlook. It remains to be seen how valuable a preparation for implementation this was, but we felt that it was very useful at the time and it almost always led to strengthening rather than weakening the recommendations.

Make words active, not comfortable.

Our recommendations tended to cluster around a set of words which represented vital qualities and needs, for example commitment, partnership, ownership, information, example, research. But there is a danger that these words may become satisfying in themselves and that, having used them, the users feel absolved from the need to put them into effect. Commitment means little if it does not lead to action; partnerships call for sharing and reciprocality between widely different partners and potential competitors; ownership of issues and policies depends on some ownership being relinquished by others; information can take strange forms when interpreted and selected; education by example is apt to become the responsibility of someone else; research can be used as a tool for delaying action.
There are other examples of frequently used words that are becoming too comfortable - a "network" must be a net that works, not just a friendly society; "sustainable" must refer to the right objectives for global survival and not a cosy continuation of the status quo; even "strategy" must not be allowed to be an end in itself, but must be put into effect. We need to use those words but success may depend on them not becoming too familiar.

Be positive.

It is common to make the case for environmental education on the basis of a need to solve problems. This may be expedient in the short term but it is a poor foundation for an enduring concept of humankind's relationships with its world. The inhabitants of a hospital or a chronic hypochondriac may be preoccupied by the problems of disease but a healthy society sets its standards by a state of health. This is true of environmental as well as personal health. A strategy should be aimed at achieving an environmentally healthy world in which problems are recognised as maladjustments, injuries and diseases to be cured, and their positive treatment as essential for an acceptable way of life.

Do something anyway.

It is usually quite easy to see how much more we could do if we had more resources - money, staff, time and so on. Many of the recommendations in our report need more resources to be effective. We did recognize, however, that getting resources out of the cumbersome system of which we are part can be difficult and slow for a whole variety of reasons. It is worth trying, therefore, not to make the lack of resources too easy an excuse for doing nothing. There is a lot that could be done for environmental education in every

sector of society without great expenditure of resources, but depending on the convictions and commitment of those in a position to act - and at one level or another that is everybody. A lot of people acting on their convictions can become an increasingly powerful aid to changing the policies of those for whom they vote or pay.

In the course of its work the Group uncovered many issues that need more study and more effort. If its findings can help us to attack the barriers to progress - fragmentation of effort, lack of leadership at high points of influence, poor comprehension of complex systems, short-term and materialistic perspectives, the sense of inadequacy for the task - then progress will continue. Ask us again, in five years or so, what success our strategy has had and if these were indeed some of the important factors.

Postscript:
The original print-run of the report "Learning for Life" was not nearly large enough to meet the demand for copies and it has not been reprinted. However a good quality photocopy could probably be obtained by sending a request to the Scottish Office Environment Department, New St. Andrew's House, Edinburgh EH1 3TG.

Environmental education in Spain: a short description of its history and problems for implementing

Susana Calvo

ENVIRONMENTAL EDUCATION IN SPAIN: A SHORT DESCRIPTION OF ITS HISTORY AND PROBLEMS FOR IMPLEMENTING

1.1 ORIGIN

The origins of EE in Spain go back to the 1970s. Small groups consisting of conservationists and educators came together to try to change the relationship between humans and nature.

Three factors have helped EE became established in government environmental, education and youth departments. Those are:

a) The work of the small groups I have just mentioned
b) The influence of the international mouvement for EE
c) The desire of the new democratic government to adress environmental issues (Franco died in 1975)

EE is growning rapidly, spontaneously and without any plan. It is difficult to know what is happening and who is daing it and how they are doing it.

1.2 THE CURRENT SITUATION

At the moment the following Government Departments are involved in EE quite independently:

a) The Ministry of Public Works
b) The Ministry of Agriculture
c) The Ministry of Education
d) The Ministry of Social Affairs

There are also 17 regional governmets and their departments are also working on environmental topics, almost independently of each other.

There are a great number of local government initiatives, also going on independently of anyone else.

Outside government, there a NGOs, private associations developing initiatives as well.

Therefore we need an organisation to bring together all those involved in EE. But this is not easy because:

a) People in Spain do not regard environmental protection as particulary important. As a result the political parties do not bother to take up environmental issues.

b) People are deterred by the complexity of the issues.

c) There are problems associated with the decentralisation of central government functions to regional and local governments.

d) Environmental education was not regarded as a high priority withing the Government Departments where it was established. It was more for publicity reasons.

e) There is very litle research into the issues associated with people and the environment by the Social Sciences. Therefore there is no fundation on which to build EE programmes.

1.3 COORDINATION

The first national meeting on EE tock place in 1983. Three hundrew ideas of what EE was.

The second conference meeting was in 1987. The Conference established working groups and some of them are still operating with a little support from Central Government. The importance of this is that we now have 100 people working together on a similar agenda, in other words, they are cooperating with each other.

There are also a few examples of regional coordination such as in Catalonia a private EE association, and in Andalusia the regional government departments are working together.

Since 1987 there has been a demand from the groups for a national EE strategy. Now this may become a reality thanks to the Earth Summit last year.

2. THE SPANISH EE STRATEGY

To develop and implement the Strategy the Interministerial Commission for EE has been set up. Progress has been delayed by the elections because the ministers originally involved have changed.

A further development is the creation of 3 working groups to link central and regional administrations. Those exist in the following departments:

a) education
b) Environment
c) Consumer affairs

A Commission for NGOs with an interest in environment and education has also been set up.

The plan is that those groups will prepare the national strategy and present it at the third national EE meeting in 1994. To complete this, representatives from all the working togheter. Then we wish to publicitate it and bring more people into the debate and encourage more action. This approach makes sure that the views of people are determining the Strategy.

Results of conference participants' problem analysis in environmental education

Arjen Bosch