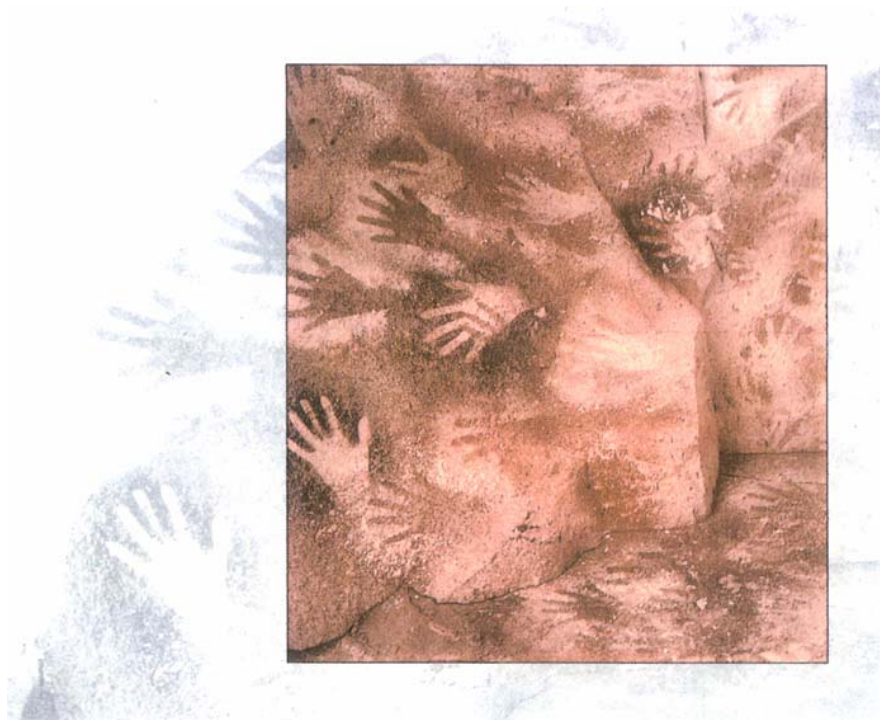


IUCN - The World Conservation Union

The Strategy of IUCN

as adopted following the 19th Session
of the IUCN General Assembly



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The Background to the Strategy

Mandate

1. The 18th Session of the General Assembly of IUCN - The World Conservation Union considered and endorsed a paper presented by the Director General entitled "A Strategy for the World Conservation Union" and requested the Director General in Resolution 18.3

" to continue to consult with the membership, in order to develop the Strategy further, and to prepare for consideration by the 19th Session of the General Assembly a revised text, updated in conformity with the World Conservation Strategy for the 1990s and the conclusions of the UN Conference on Environment and Development...".

2. The General Assembly also requested

"that special consideration should be given in the development of the Strategy to the establishment of a strong environmental advocacy role for IUCN, and to the establishment of institutional machinery to this end".

3. The 18th Session of the General Assembly considered several other papers pertinent to the development of a Long-Term Strategic Plan for the Union. These dealt with The Mission, Objectives, and Approach of the Union; The Governance of the Union; and The Role of the IUCN Commissions. The conclusions of the General Assembly on these topics were summarized in Resolutions (18.1, 18.2 and 18.4). These papers and Resolutions provided important guidance in the development of the attached Strategy.

4. The revised Strategy was prepared in response to this mandate and guidance. It was submitted in draft form to the 19th Session of the General Assembly, held in Buenos Aires, Argentina, from 17 to 26 January 1994. After considerable debate the Assembly resolved to adopt the Strategy, subject to its amendment to take account of these discussions, as policy guidance for the development of the Union in the triennium 1994-1996.

Objectives of the Strategic Plan

5. The formulation of the Strategic Plan has forced IUCN to analyse how the context in which it works has changed, to identify the issues which arise from that change, and to establish a set of strategic objectives to

guide the Union's development. The Plan sets out a vision of IUCN in the future, within the global society which it seeks to serve. Each component part of the Union should be able to see how its interests and its unique contribution are reflected in that vision, and how its own particular mission, approaches and activities contribute to the realization of the overall mission of IUCN.

6. The specific objectives of the Strategic Plan are derived from this analysis of the relevance of, and potential for, IUCN in the current international context. It seeks:

- (a) to review IUCN's mission, its goals and objectives, its "constituency", its programme focus, structure, priorities, and approaches;
- (b) to identify how the potential inherent in such a Union of members and interests can be realized more fully;
- (c) to distinguish IUCN's unique role, to identify its comparative advantage, to isolate its strengths and to understand its weaknesses;
- (d) to define the changes in structure, governance, and operations required within the Union in order to work more effectively towards its reformulated objectives, goals and mission;
- (e) to identify what changes are required within the various components which make up the Union in order to make them more compatible with the mission and objectives;
- (f) to build a consciousness and culture for continual strategic planning and strategic management for the future.

The Formulation of the Long-Term Strategic Plan

7. This Plan has been formulated through an open and extensive process, endorsed by Council, in which a structured attempt was made to secure inputs from members, Councillors, staff, and associates of IUCN. Specifically, this process has involved:

- (a) establishment by Council of a Council Strategic Planning Group;

- (b) leadership by the Director General of a Secretariat Strategic Planning Resource Group;
- (c) participation of a large proportion of the Secretariat staff at Headquarters and some in Regional and Country Offices in task forces that analysed the strengths and weaknesses of IUCN;
- (d) invitation of inputs from IUCN members through *INTERACT*, a questionnaire, and meetings in some regions;
- (e) discussion with IUCN financial supporters;
- (f) a Symposium on The Future of IUCN, on the occasion of the inauguration of IUCN's new Headquarters;
- (g) a Review of IUCN Commissions (also mandated by the 18th Session of the General Assembly) and the work of a Task Force on the Commission on Education and Communication;
- (h) various reviews of existing thematic programmes;
- (i) several rounds of discussion within Council as the issues and proposals emerged.

8. The first round of strategic planning was dominated by inputs from the Secretariat at Headquarters and the Council, and the membership as a whole only came into the picture at the 19th Session of the General Assembly. However, as the process continues, and with the implementation of some of the proposals of the Plan, more extensive and meaningful involvement of the membership, Commissions, and the Secretariat in Regional and Country Offices will become possible.

9. The exercise was assisted to a great extent by the methodology for a Resource Development System for NGOs developed by the firm KPMG Peat Marwick, the outstanding characteristics of which are a structured approach to the process of strategic planning, and broad-based participation. In applying this methodology, in-depth analyses were undertaken of IUCN as an entity (the "Organizational Audit") and of important functions (the "Functional Audits" of Constituency Development, Communications, Marketing, and Revenue Generation).

10. This process has yielded not only the body of information and insights which have been used to prepare the revised Strategy, but a deeper understanding on the part of all those involved of the nature and characteristics of the Union, and its past and potential contribution. The process by which this Plan has been

formulated has been as important as the conclusions are likely to be, and has instituted a consciousness (within the Secretariat and the Council) about the need to think and act strategically in the discharge of their functions in pursuit of IUCN's mission. Moreover, the analyses have drawn attention to numerous opportunities for improvement in the detailed operation of the Secretariat, which are being considered by the Director General in the normal process of management.

The Context of the Union's Work

11. The Strategy for IUCN has to be designed for the changing context of the Union's operations. The following factors appear to be of especial significance:

- (a) despite the growth in environmental awareness and the increasing efforts for environmental protection in the last 20 years, rapid degradation of the environment continues, while environmental costs incurred by economic activities are still inadequately assessed;
- (b) human numbers continue to increase rapidly, and the attempt to satisfy human needs and improve the quality of life places new stresses on the declining resource base and deteriorating ecological systems;
- (c) there are problems at all levels of society, from the grass roots to the global. Millions of people have no choice but to adopt unsustainable practices in order to survive, and local capacity to help them do otherwise is an urgent goal of development in many countries;
- (d) at the same time, the world is shifting from national economies to a global economy; already a global financial system is in place, and the concept of national markets has in some parts of the world been largely replaced by regional trading blocs. The world trading and financial systems, aggravated by the large external debt of many countries, are hampering the sustainable use of natural renewable resources;
- (e) the internationalization of the economy has been accompanied by a recognition of the interdependence of the world economy and the Earth's ecology. The value of many traditional systems is being rediscovered. At the same time, the exclusion of many people from the market economy places them at the mercy of forces over which they have no control;

- (f) the diminution in the role of the nation state as the framework for security and prosperity, is leading both to the rebirth of local identities (decentralization) and the formation of wider alliances (integration), but the process is not proceeding smoothly in some countries, with consequent social disruption and environmental damage;
- (g) environmental issues are moving towards the centre of national security concern, and could become central to future international struggles between nations and regional blocs;
- (h) the development of an "information society" now makes it possible for an increasing number of people to plan and operate in the context of a global perspective, with almost instantaneous information flow;
- (i) the institutions established to deal with international issues were mostly established in the post-war era where the nation state was supreme, and consequently not only are modelled on the nation state, but reflect its limitations; there is a real challenge facing the international community to design international institutions appropriate for the world of today;
- (j) the two greatest requirements for solving the major international environmental issues of today are institutional transformation and the development and adoption of new policies that match the new political and conceptual context.

The Context of the Strategy

12. The *World Conservation Strategy* (1980) and *Caring for the Earth: A Strategy for Sustainable Living* (1991) were produced jointly by IUCN, UNEP and WWF, and were therefore broad strategies. None the less, they provide a conceptual and policy framework that remains vitally relevant to IUCN's mission and orientation. The Strategic Plan has to take account of the international context of the Union's operations summarized above. It must also accommodate the consensus on international environment and development issues and priorities reflected in the United Nations Conference on Environment and Development process, the Rio Declaration and Agenda 21, the non-binding Forest Principles and the Convention on Biological Diversity. These converge in many ways with the philosophy and prescriptions of *Caring for the Earth*.

13. These Reports, with UNCED and its products, demonstrate a dramatic evolution of thought about conservation over the past 15 years. Together they have established that policies on environment and development should be integrated. If development is to succeed in its long-term goal of creating an enduring improvement in human quality of life, it must be guided by understanding of the Earth's ecological processes and the limits these impose. Conversely, the conservation of nature and natural resources is only practicable when it is integrated within wider social and economic policies. The issues are complex, and the challenges ahead are enormous. Indeed, during the past decade the concerns which IUCN has historically championed have increased in scope, in significance, and in urgency. There are now, however, many more initiatives and actors, among governments and civil society, addressing these very concerns.

14. Throughout its history, IUCN has been a champion of nature. While human needs are important, IUCN has argued that they should not always over-ride the needs and interests of nature – and that protecting the natural world of which humanity is a part is essential for the human future. But while these values remain central, the changing international context creates an urgent need for clarification of the Union's mission and re-definition of its goals, objectives, approaches and activities.

- What is its distinctive contribution to the solution of the complex problems of environment and development and its comparative advantage among the multitude of entities involved?
- What specifically should it seek to do?
- How should it approach those objectives?
- How should it mobilize resources and allocate them in relation to those objectives?
- With whom, through whom, and for whom should it work?

These are the kind of questions that the Strategic Plan is intended to answer.

Caring for the Earth and UNCED

15. The significance of *Caring for the Earth* and UNCED for IUCN's Long-Term Strategy, may be summarized in the following propositions:

- (a) conservation and development cannot be treated as separate objectives or processes, and must be pursued through unified policies of "sustainable development";
 - (b) this concept recognizes and emphasizes the human dimension, both in creating the principal threats to the global environment, and through humanity's dependence upon nature and natural resources. No organization can succeed in achieving nature conservation unless it recognizes that conservation is itself a foundation for, but must also be advanced within, development;
 - (c) a very complex, interlocking set of economic, ecological and social relationships is encompassed in the concept of sustainable development. As a process, it demands particular relationships between the natural and the social order; between the sectors of human activity and governmental organization; and between present activities and future goals. It can only be achieved by pooling many inputs and influencing virtually all components of the socio-economic-ecological system;
 - (d) the concept of sustainable development and the actions to achieve it are now a major subject of inter-governmental debate, regionally and through the United Nations system. Within countries, the issues are no longer considered marginal, but lie at the heart of public policy;
 - (e) it is increasingly evident that governments alone cannot achieve sustainable development. Partnerships between them and the non-governmental sector, and especially business, industry and commerce, the scientific, legal and educational communities, environmental bodies and the communications media are essential. So is the devolution of action to local communities, empowered to take and implement decisions regarding the care and use of their own environments;
 - (f) it is also clear that sustainable development demands changes in life-style in developed as well as developing countries, and a conservation-based approach will only be achieved if individual values and attitudes change. *Caring for the Earth*, in particular, stresses the ethical dimension, and it is gaining increasing recognition as an essential foundation for policy development;
 - (g) there is today more public awareness of the concerns and objectives which have motivated IUCN and other such organizations. There is also now more interest in, and demand for, community involvement in conservation and development policy. There is a new recognition of the rights and values of indigenous peoples, women and youth, and the need to hear their voices in the councils where decisions are taken. This democratic upsurge is led mainly by voluntary environmental organizations;
 - (h) it is, finally, recognized that nothing short of a global alliance will achieve the necessary changes to international economic and trading systems, enhanced security and equity for the world's peoples, and a solution to the environmental problems that jeopardize a sustainable future. But the measures to make a reality of this alliance are still largely lacking.
16. Nature conservation, IUCN's traditional pursuit, has been engulfed in these wider processes, which fundamentally change the context in which IUCN's mission is pursued and its work delivered. Sustainable development, of which nature conservation is a part, has now become a goal of world society. IUCN needs to define its own contribution to that goal. The Union can, and should, remain a partnership concerned with conserving the integrity and diversity of the natural world. It has a particular duty of realism, based on its understanding of the limits imposed on human freedom by the laws of nature. Sustainability, based on conservation, means living within nature's limits and IUCN must continue to convey this message even though it may be politically unpopular. It must take account of human values and behaviour, economic needs and development activities, social organization and public policy. In short, the conservation goal cannot be approached directly; its attainment depends on the achievement of ways of living (i.e. development) that are consistent with it.

The Nature of IUCN

17. At the time of its foundation in 1948, IUCN was one of few international bodies concerned with the conservation of nature and natural resources. Today, the dependence of sustainable development on such conservation is widely recognized; there is a multitude of international and national entities devoted to conservation; public consciousness about the issues is

very high; and the challenges of conservation are much more widely understood.

18. States, government agencies and non-governmental organizations have become members of IUCN in the expectation of benefit. The reasons for being in IUCN include:

- (a) to join a global forum for discussion of issues relevant to conservation and sustainable development and as a means of facilitating action;
- (b) to develop a common philosophy and collective positions on various issues and to advocate these individually and through the Union's Secretariat in an unambiguous manner, especially to governments and in international gatherings;
- (c) to pool resources, inputs and influence and so achieve a synergistic effect, augmenting the strength of individual members;
- (d) to participate in and strengthen the Union's extensive networks of experts;
- (e) to benefit from the IUCN network for sharing information and experience;
- (f) to join together to develop conservation methodology that members can apply individually and collectively;
- (g) to seek to influence individual attitudes, social behaviour, public policy, and international approaches in the direction of sustainable living, based on the conservation of nature and natural resources.

19. The main functional reasons for being a member which emerge from this analysis are:

- (a) participating in a worldwide network;
- (b) taking collective positions on global conservation issues;
- (c) mutual support;
- (d) sharing resources;
- (e) developing unified approaches to conservation, within the context of sustainable development;
- (f) seeking to influence behaviour and policy.

20. These features distinguish IUCN from other entities working for sustainable development. It is a body that brings together States, government agencies, non-governmental organizations, and individuals in voluntary networks to pool knowledge and resources, and to forge unified approaches, in the interests of conservation. It is often said that its main assets are its network of members and volunteers, and its constituency of both governments and private bodies. However, it is obvious that these components of the Union will only be assets if they are supported effectively to achieve their separate but inter-related objectives. The machinery of the Union exists to provide services to this end. The Union needs to develop in this area so that these assets are employed more effectively in the pursuit of the overall goal. The more it builds upon these unique features, the more it will realize its potential. To this end, the various strengths identified in the strategic planning process (Box 1) must be capitalized on, and the weaknesses remedied.

21. The Strategic Plan adopted at the 19th Session of the IUCN General Assembly responds to the preceding analysis and indicates six broad directions of development:

- (a) restatement of IUCN's mission, goals and objectives;
- (b) strengthening of IUCN's constituency;
- (c) development of IUCN's programme and outputs compatibly with the restated mission, goals and objectives, and to complement the work of other organizations with similar goals, activities and outputs;
- (d) decentralization of IUCN's programme development and implementation, with increased involvement of the membership in both stages of the process;
- (e) enhancement of the efficiency of IUCN's governance, structures and processes;
- (f) strengthening and broadening of IUCN's finance base.

22. The Organizational Audit and the Symposium on The Future of IUCN held on the occasion of the opening of the new IUCN Headquarters identified the strengths and weaknesses of the Union set out in Box 1.

Box 1: Strengths and weaknesses of IUCN

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> (a) its unique membership composition of States, government agencies and international and national private voluntary organizations; (b) the direct democratic participation of members in defining the policy of the organization; (c) its extensive voluntary base through its Commissions, as unique networks of experts; (d) its professional expertise, especially in the natural sciences relevant to the conservation and management of species and ecosystems; (e) a staff complement motivated by the mission of the Union; (f) the global contacts which a membership organization provides; (g) nearly fifty years of activity. 	<ul style="list-style-type: none"> (a) lack of clarity in its mission; (b) lack of consensus on the relative weight to be given to nature protection and to sustainable development; (c) limited effectiveness of the Council and General Assembly; (d) rapid growth, in danger of outstripping management capacity; (e) internal inadequacies in communication and collaboration between different parts of the organization; (f) inadequate realization of the potential offered by its unique membership and voluntary networks; (g) inadequate attention to networking and mutual support; (h) poor advocacy of the Union's policies; (i) inadequate strategic planning.

The Continuing Process of Strategic Planning

23. This first round of strategic planning has focussed on broad orientations of the Union for the future. Many ideas emerged in the process which did not find their way into the text because they needed further debate. Many themes, issues and dilemmas remain to be examined. But strategic planning must be a continuing process. The next step will be to prepare an Operational Plan, setting out the detailed actions to give it effect, and in the process, to make IUCN a more cost-effective

organization. The Draft Triennial Programme also adopted, subject to revision in the light of discussion at the General Assembly, represents one part of such an Operational Plan, but a more comprehensive set of documents will now need to be developed.

24. During the next triennium, another cycle of strategic planning will be undertaken, this time involving the membership more directly through the regional consultative machinery the plan establishes. A revised plan, covering the 1997-1999 triennium will be presented to the 20th Session of the General Assembly.

The Strategy of IUCN - The World Conservation Union

The Structure of the Strategy

1. The following sections of this Strategic Plan for IUCN address the mission, constituency, programme activities, regionalization, and governance and funding of the Union. Each section has a common format: an initial analysis; a statement of the strategic issue or issues involved and a summary strategic objective; and a definition of the policies the Union will follow. A list of Operational Guidelines (actions and approach to be taken in formulating and implementing an Operational Plan to give effect to the Strategy) is given in the final Section.

2. The key features of the Strategy are:

(a) it redefines the mission of the Union as follows:

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

(b) it attempts to preserve and build on the strengths of the Union, especially its democratic processes and volunteer networks;

(c) it recognizes that the members should be the key constituents of the Union, and accordingly strengthens their involvement and puts them in the driving seat when it comes to determining the activities to be undertaken by the Secretariat and Commissions;

(d) it emphasizes that IUCN must undertake an integrated programme, based on the analysis of needs and priorities at local, national and regional levels and implemented through the cooperative endeavours of the Secretariat, the Commissions and other voluntary networks, and the members themselves;

(e) it emphasizes the need to synthesize the results of the programme into policy recommendations, and to promote these in order to influence worldwide policy and action;

(f) it emphasizes that the Secretariat and activities of the Union must be decentralized, to regional or national level;

(g) it recognizes the need for more networking within the Union and between it and other entities;

(h) it proposes adjustments to the functions of the General Assembly, Council, Commissions, Officers, Secretariat and other components of the Union;

(i) it addresses how additional sources of revenue should be pursued in order to support the work of IUCN.

The Mission of the Union

Analysis

3. The strategic planning exercise is based on the principle that an organization must be mission led.

4. The original Statutes of IUCN do not include a Mission Statement, but they do define the role of the Union as:

(a) building cooperation between governments, national and international organizations and people concerned with nature conservation;

(b) promoting national and international action to:

(i) preserve wild life and the natural environment in all parts of the world, especially through establishing protected areas and working to save endangered species;

(ii) improve public knowledge, education, research and law on nature conservation (including a worldwide Convention);

(iii) collect, analyse, interpret and disseminate information about nature conservation.

5. This definition does, in a real sense, constitute a Mission Statement. It also emphasizes an important feature of IUCN: it is a partnership of organizations working together for a common cause, not a union in the sense that its members take on a single identity. But it was not until the 18th Session of the General Assembly, held in Perth, Australia, in 1990 that such a Statement was formally agreed. The Mission Statement adopted on that occasion reads:

"To provide leadership and promote a common approach for the world conservation movement in order to safeguard the integrity and diversity of the natural world, and to ensure that human use of natural resources is appropriate, sustainable and equitable".

6. The operative functions in this Mission Statement were:

- provision of leadership;
- achieving a common approach (both targeted to the world conservation movement);
- safeguarding the integrity and diversity of the natural world; and
- ensuring that use of natural resources is appropriate, equitable, and sustainable (both targeted to world society).

7. The present Strategic Plan was prepared following the principle that an organization should be mission led and constituency driven. Hence a first concern was the analysis of the Mission Statement to ensure that it really fitted a body like IUCN and could be used to guide its development.

8. IUCN is a union of members, many of whom are at the forefront of action to conserve nature and natural resources. The role of the Union, as a collective entity, should be to strengthen the capacity of individual members and partners to achieve their goals, promote excellence, and by drawing the members together in a common endeavour, to provide a stronger and more authoritative voice for conservation than they could achieve separately.

9. IUCN is a partnership of diverse members. They confront a wide range of ethical, social, economic, cultural and environmental situations and forces. Under such circumstances a uniform approach to conservation is neither feasible nor desirable. But IUCN should seek to develop and promote a common understanding, and to develop methods that can be adapted and applied widely. The approach taken will naturally vary with environmental and societal circumstances: there can be more than one route to the destination.

10. In the same way, while no single organization can safeguard the integrity and diversity of the natural world or ensure that any human use of natural resources is equitable and ecologically sustainable, IUCN can contribute to the achievement of these goals of human civilization.

Strategic Issue

11. The key issue is how to encapsulate IUCN's mission in a short, succinct, but precise statement that expresses its distinctive role, promotes clarity and cohesion in its work, and places it within a wider international context.

Strategic Objectives

12. It is clear that IUCN requires:

- (a) a Mission Statement that is easily remembered and clearly defines the Union's role;
- (b) a statement of approach which indicates how the Union will pursue its mission, making it clear that IUCN sees its role as changing the attitudes and practices of humanity and promoting sustainable life-styles which are in harmony with and conserve nature.

Conclusion

13. The Mission Statement will now be:

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

14. IUCN will perform its mission by:

- harnessing the strengths of its members, Commissions and other constituents to build global alliances for conservation;
- strengthening the institutional capacity of its members to conserve biological diversity and safeguard ecological life-support processes at local, regional and global levels;
- promoting enhanced cooperation between governmental and non-governmental members, leading to a strengthening of the human skills of the member organizations and partners;
- providing a forum for discussion of conservation issues, including scientific, educational, legal, economic, social and political dimensions, at global, regional and national levels, and supporting this with appropriate services;

- developing expert networks and information systems in support of its members and other constituents, especially at regional and national levels;
- communicating authoritative statements on conservation, drawing on the expertise of its members, Commissions and Secretariat;
- where consistent with the Mission of IUCN, influencing national and international legal and administrative instruments with the aim of guaranteeing populations the right to enjoy the benefits provided sustainably by the environment;
- mobilizing the Union's distinctive strengths so as to influence international environmental policies, including those of the United Nations and its Specialized Agencies and Programmes and international financial institutions;
- assisting in the development of mechanisms for debating and resolving transboundary and transnational environmental issues;
- participating actively in the preparation of international Conventions relevant to the conservation of nature and natural resources, thereby enhancing the leadership role of the Union in environmental affairs.

15. IUCN commits itself to maintaining the highest ethical and professional standards in carrying out its Mission, and urges its members to make a similar commitment.

The Constituency of the Union

Analysis

16. The strategic planning exercise was based on the principle that an organization must be mission led and constituency driven. The constituents are the actors that push forward the mission. It is therefore imperative to define who the organization's constituents are. The methodology used in the strategic planning process defines a "constituent" in a special sense as an entity who **gives** and **gets** something tangible in the relationship with IUCN. Existing constituents are thus institutions and individuals that interact regularly within and with the Union in a manner that satisfies the give-get test. Potential constituents are groups which could be very relevant to advancing IUCN's Mission but which cannot now be considered to be constituents of the Union according to the give-get test.

17. Both existing and potential constituents can be divided into internal constituents, that fall within IUCN's own systems of governance as defined by the Statutes, and external constituents that are not a component of the Union. The various categories of existing constituents were considered according to the closeness of their interaction within and with IUCN. This was valuable not only in confirming that the Council, the principal funding agencies, the partners in *Caring for the Earth* and the Secretariat were vital contributors to the Mission of the Union, but that the role of the members as essential constituents was not as well developed as it should be. The main bodies in the four categories are listed in Box 1 (see following page).

18. Detailed analysis of the strengths of the linkages within these categories demonstrates that these vary widely and that IUCN faces a dilemma. The organization is a Union (in the sense of communion or partnership) of its members. These members are increasingly involved in dialogue with one another and with the Secretariat, to define the action the Union should pursue. The General Assembly remains the principal forum for this collective dialogue, but regional and national discussions between Sessions of the Assembly are growing in importance. In a number of regions, the members, as constituents, are seeking to drive the Union, and the need to facilitate this process is a central element in this Strategy. Yet the greater part of the financial support for the Union comes from a relatively small number of institutions, most of them development assistance agencies of State members. These constituents also participate in the General Assembly, but have their own mandates and missions to pursue, and this can mean that the programme that IUCN is funded to undertake does not wholly correspond to the programme sought by the membership around the world.

19. Another dilemma arises because different constituents have genuinely different perspectives and priorities. IUCN has a very broad membership embracing some bodies primarily concerned to protect nature, and others seeking to conserve and use natural resources as a basis for human social development. Some see membership of IUCN primarily as an opportunity to contribute to global conservation and sustainable living; others as a source of information, policy and technical advice and an aid to achieving their own missions. IUCN must preserve an essential cohesion and common vision if it is to succeed, and this has implications for policy regarding the membership it should seek.

Box 1: Constituents of IUCN

	Existing Constituents	Potential Constituents
Internal	<p>Members (States, government agencies, international and national NGOs, affiliates)</p> <p>Council members</p> <p>Secretariat staff</p> <p>Commissions and their members</p>	<p>New sectors of membership</p>
External	<p>Partner organizations (i.e. other entities involved with IUCN in delivering major products or programmes) such as UN agencies</p> <p>Some international Convention Secretariats</p> <p>Funding agencies</p>	<p>The Commission on Sustainable Development and other new international bodies</p> <p>Other inter-governmental organizations</p> <p>Secretariats of new international Conventions</p> <p>Corporate bodies</p>

Strategic Issue

20. The central strategic issue is to understand, define and then secure the optimal constituency for advancing the mission of the Union.

Strategic Objectives

21. These are:
- (a) to define and clarify the relationships between IUCN (the global Union) and its existing or potential constituents;
 - (b) to enhance relationships between existing IUCN constituents in order to optimise their contribution to advancing its mission;
 - (c) to recruit, develop, and involve as constituents those entities that have potential to contribute to and derive benefit from involvement with IUCN;
 - (d) to ensure that the Union works with and through these constituents (especially members and voluntary networks) in advancing its mission;
 - (e) to enhance the capacity of individual members to contribute to conservation.

Conclusion

22. The Director General, under the guidance of the Council, will conduct an analysis of existing and potential constituents, and especially members, of the Union, and formulate and implement a plan of action, in relation to the above objectives and with the goal of securing the kind of membership, partnerships and relationships that will most effectively advance the mission of the Union.

The Programme of IUCN

Analysis

23. The IUCN Programme is the totality of activities undertaken by the IUCN Secretariat, Commissions and other networks with and on behalf of the Union's members, supporters and partners, under mandate from the General Assembly and approved annually by the Council (Statutes, Article IV, para 3 (vii); Article VI, para 15 (ii); Article X, para 2). It includes the provision of services and the management of the Union's worldwide activities.

24. The 18th Session of the General Assembly resolved (Resolutions 18.1 and 18.3) that the Programme should:

- a) serve the perceived and stated needs of members and partners as these evolve;
- (b) be developed through country-by-country consultation;
- (c) be focussed in areas where the Union can provide professional leadership;
- (d) involve the membership in the intellectual and operational activities of the Union, thereby increasing their commitment;
- (e) give high priority to the development of specific conservation services, and to institution-building;
- (f) provide products that strengthen the membership and can be applied by them in their own development of objectives and programmes, problem-solving, and evolution as effective institutions.

25. The 18th Session of the General Assembly also directed that the Long-Term Strategic Plan should emphasize the Union's advocacy role. Clearly, IUCN's influence depends on any statements made in its name being perceived as informed, authoritative and constructive. It follows that the principal advocacy should be of policies and actions for conservation and sustainable use of natural resources, based on thorough professional analysis, reflected in and supported by authoritative publications, and in full accord with decisions of the General Assembly and Council. While such statements, made by the President, Commission Chairs, Director General or Secretariat, cannot be negotiated as the agreed position of all members, it is important that they are arrived at through a consultative process, that their status is explicit, and that as many members as practicable both subscribe to them and reflect them in their own mission and activities.

26. Effective advocacy of policies and positions by and on behalf of the Union will depend on:

- (a) the issues on which IUCN statements are made;
- (b) a democratic but practicable process for the development and promulgation of such statements;
- (c) a rigorous underlying process of expert analysis;
- (d) a communication strategy in which target audiences and opportunities are clearly identified and appropriate media employed;

- (e) identification with, and promotion by, members of IUCN of these statements in their own activities and geographical and programmatic areas.

27. The expertise represented within the IUCN Secretariat (at Headquarters and elsewhere) and in the Commissions and other networks must be appropriate to these programme objectives. The strength of these professional teams at present lies especially in the ecological sciences and their application, but also in some fields relevant to social policy (law, environmental assessment, strategy and policy formulation, population-resource interactions, social group and gender roles and education). The balance of skills retained in the central institutions of the Union must evolve in order to match member needs and programme priorities, and reflect the overall context within which IUCN is working, as well as the goal of sustainable development to which it is contributing.

Strategic Issues

28. There are three central strategic issues relating to the Programme and associated activities:

- (a) how should the Programme be formulated, so that it meets the needs of the membership and advances the mission of the Union as effectively as possible?;
- (b) what should be the technical content and geographical balance of the Programme, and what work style should be adopted?;
- (c) how should statements made on behalf of the Union be developed and promulgated?

Strategic Objectives

29. These are:

- (a) to formulate a Programme that provides a strong technical foundation for action to conserve the integrity and diversity of nature and for ensuring that any use of natural resources is equitable and ecologically sustainable;
- (b) to ensure that the Programme meets the needs of the IUCN constituency, and especially members and partners, and involves the members themselves in both its development and execution;
- (c) to ensure that any statements made in the name of IUCN properly reflect its mission and policies, and are broadly acceptable to the membership as a whole.

30. To be mission led requires that the future IUCN Programme be guided by the reformulated Mission Statement.

Conclusion

31. The IUCN Programme must integrate the work of the Commissions and the Secretariat and address the following main themes:

- (a) monitoring and assessing what biological diversity exists, under what conditions; identifying the threats to its conservation; and developing an enhanced capacity to define priorities for conservation action;
- (b) understanding how species and ecosystems function, how they might be sustained by conservation practices, and how to ensure that any use of wild living resources for human benefit is ecologically sustainable;
- (c) developing and testing methods for the conservation and adaptive management of species and ecosystems;
- (d) identifying and analyzing how human behaviour, value systems, knowledge systems, social policy, development approaches and economic activities relate to the above functions and actions;
- (e) understanding how these relationships may affect conservation, ecologically sustainable use and equitable access to natural resources;
- (f) assessing what policies, changes in behaviour, management, social organization, legal framework and international arrangements are necessary to implement sustainable forms of development which recognize these relationships;
- (g) where damaging impacts do occur, assessing what adjustments are necessary and what tools (processes, policies, methods, instruments) are most effective to compensate for, or correct, those impacts;
- (h) promoting the continuing training and education of conservationists at all levels, and encouraging their involvement with local communities worldwide in the development of sustainable ways of living;
- (i) communicating the work of the Union and advocating its agreed policies directly and via media and interpretative systems, so as to influence societies in accordance with the Mission Statement.

32. The Operational Plan to be prepared by the Director

General and Secretariat must ensure that the Programme is balanced in its themes and geographical emphasis, is prepared and implemented in partnership with IUCN members and other constituents, and includes a mechanism for monitoring and evaluating progress within the Union in programme implementation and by governments, intergovernmental institutions and non-governmental organizations in pursuing appropriate agendas for conservation.

33. In discharging the Union's advocacy role, following the procedures outlined in the Strategy, the Council and Director General must be bound by the decisions of the General Assembly, and guided by the conclusions of the technical programmes, and the expertise of the Commissions and Secretariat.

Regionalization and Decentralization in IUCN

Analysis

34. During recent years, increasing emphasis has been placed on the need to strengthen links with, and support for, members at regional and national level. The response has taken two forms – more activities involving the membership, and the growth of a decentralized Secretariat. Regional and sub-regional members' meetings now take place regularly in several regions. Regional Advisory Councils are being established. There are National Committees in many countries, and the Council of IUCN adopted guidelines for them in 1993.

35. The terms "regionalization" and "decentralization" have tended to be used inconsistently, or interchangeably, in IUCN. For clarity they should be defined as:

Decentralization is the process of devolving responsibility and authority for implementing IUCN's programmes to the Secretariat Regional and Country offices;

Regionalization is the process of restructuring the Programme and delivering support to members on a regional basis, taking account of regional, social and natural heterogeneity and targeted to members' needs on the ground.

36. As IUCN's Programme has grown in size and geographical coverage, it has been supported by an increasingly decentralized Secretariat. There are now

staff units in some 30 countries. Most of these are Country Offices, for which coordination is provided from the five Regional Offices and six Regional Desks at Headquarters. The decentralization of the Secretariat is a continuing process, endorsed by the 18th and 19th Sessions of the General Assembly, and is the principal means by which the Union is able to function within a regional framework.

37. This process must be maintained. The decentralization of the Secretariat and the Commissions is essential for closer linkage with members and partners on the ground. But the process must proceed in a considered manner, taking account of the major differences that exist between regions, and meet their needs in a flexible way. In some regions, for example, the most efficient means of operation may be via partnerships with regional institutions rather than the establishment of IUCN offices.

38. The aim of regionalization is to build a strong, worldwide, Union. But the process must avoid fragmentation, for it is only as a unified entity that IUCN can realize its potential to influence developments at global level.

39. The regionalization process must meet four needs:

- (a) it must make the members stronger and more effective as institutions in the front line of conservation and in ensuring that any resource use is ecologically sustainable;
- (b) it must ensure efficient contact and information flow between the membership, Commission members, the Secretariat, and key partner organizations;
- (c) it must create forums for the members to discuss key conservation issues in the regions as a basis for programme development;
- (d) it must strengthen the involvement of the members and communities and partner organizations and institutions in decision taking and in programme implementation.

40. Regional Councillors, Regional Forums of members, Regional Advisory Councils, National Committees, regional and national groups of Commission members and Regional and Country Offices of the Secretariat are all available as instruments, and must be deployed effectively in the regionalization process. National Committees are likely to play a particularly important part in the future. Current models, and operational procedures of these Committees

vary widely, and the machinery for their development and support should be addressed in the Operational Plan.

41. The present process is transitional. As member institutions become stronger, the role of the IUCN Secretariat will change and concentrate more on networking and communication. The Strategy for the Union must provide for adaptation to this changing role.

42. The eight regions used for election of Regional Councillors are very uneven in size and include widely differing numbers of members. They also group countries with little in common. Recent political changes have removed some of the original reasons for the present system. Sub-regions are already in use in IUCN (e.g. in Africa) for administrative purposes, while some Commissions have adopted yet other systems. At the 19th Session of the General Assembly, the need for a comprehensive review of the regional units in use in IUCN was agreed, and this will be one component in the review of the Statutes to be undertaken in 1994-1996.

Strategic Issues

43. Three strategic issues need to be addressed:

- (a) increasing the involvement of members in defining key issues to be addressed in the Programme of the Union;
- (b) the Union must review its regional system and the balance of effort of the Secretariat and Commissions in different regions so as to maintain the most effective approach under the conditions that apply in different parts of the world;
- (c) the Union must foster cooperation with its members and partners so as to enable them to implement their individual missions and that of IUCN more effectively.

Strategic Objective

44. The objective is to make the Union a genuinely global organization, driven by the members as key constituents and as increasingly powerful agents in achieving the mission.

Conclusion

45. The Council, advised by the Director General and in consultation with the membership, will undertake a critical review of the national links and regional units in IUCN, and make proposals for any necessary changes

to the 20th Session of the General Assembly. Particular attention will be paid to:

- (a) the establishment of a regional system which takes account of the political, social and economic characteristics of the various countries in the regions, and guarantees an equitable numerical representation by Councillors;
- (b) the possibility of statutory definition of the role of National Committees in IUCN;
- (c) other issues listed in Resolution 19.9 of the 19th Session of the General Assembly concerning the Revision of the Statutes.

46. The Council, advised by the Director General and in consultation with the membership, will also undertake a critical analysis of the decentralization process in the Secretariat and Commissions so as to ensure that the pattern serves the members and partners in an optimal way, and will formulate proposals for consideration by the 20th Session of the General Assembly.

The Governance of the Union

47. Governance issues are those which relate to the composition of the Union; the systems and processes by which its business is carried out and its policies developed; the relationship among these; and their use in balancing interests and positions within the Union. Under the Statutes (Article III), the formal units of governance in IUCN are the General Assembly, the Council, the Bureau, the Commissions and the Director General. All these are considered in this section. But given the importance of the members as constituents of the Union, it begins with an analysis of their role. It also considers the roles of the President, Officers, and Regional Councillors.

48. The basic rationale of this section is that the existing governance structure of IUCN should be retained as far as possible. Some adjustments are proposed to the roles or operations of the General Assembly, Council (notably through the strengthening of its Scientific and Programme Committee), and Commissions. None requires an amendment to the Statutes.

Role and Composition of the Membership

Analysis

49. The membership of IUCN has grown rapidly in recent years, and has broadened in character so that

organizations concerned with nature conservation in the traditional sense have now been joined by many concerned with sustainable development. A number of grass-roots bodies active in the developing world are among the new entrants. Overall, some 60 per cent of the members are from the "North" and 40 per cent from the "South", but the balance continues to swing towards the developing world.

50. In the past, eligibility for membership has been determined on the basis of the acceptability of applicants to existing members. Objections have to be based (Statutes, Article II, para 9) on one of three grounds: insufficient interest in conservation of nature and natural resources; possible conflicts of interest; or inappropriateness for the class of membership sought. But these terms, and especially "insufficient interest in conservation of nature and natural resources" are not easy to interpret, and have caused difficulties.

51. The recognition of the inter-relationship between conservation and development brings with it a need to review the criteria for eligibility for IUCN membership. Many organizations involved in one way or another with promoting action for sustainable living and sound natural resource use at community level are seeking membership. Given the emphasis on such action in *Caring for the Earth* and Agenda 21, it would be inconsistent to reject them. Their membership would also give the Union positive opportunities to advance conservation within the context of community action. It seems right to admit such entities.

52. There are, however, practicalities to consider. How large and diverse can the membership grow without threatening the identity and cohesion of the Union? The expanding membership is already making the General Assembly (as presently constructed) dysfunctionally large; and many small organizations (especially in poorer countries) find it difficult to pay their membership dues, yet their links with IUCN may be useful in advancing conservation in their country or region.

Strategic Issue

53. How can IUCN maintain its role as a worldwide Union, linking and supporting a large number of States, government agencies and non-governmental organizations, but still ensure cohesiveness among the membership?

Strategic Objective

54. The objective is to develop the membership of the Union in a fashion which on the one hand brings the

maximum number of States, government agencies and appropriate non-governmental organizations into membership, but on the other hand ensures balance between the various interests, cohesion, and the identification of all members with the mission and approach of the Union.

Conclusion

55. IUCN will take all appropriate steps to expand and strengthen its membership, especially among NGOs in developing countries, by:

- (a) reviewing its criteria for eligibility for membership to take into account the inter-relationship between conservation and development issues and objectives, and so as to maintain the cohesion and focus of the Union and ensure a high degree of consistency between the Mission of IUCN and the missions of individual members;
- (b) exploring alternative procedures and mechanisms for the payment of dues by members in the most economically disadvantaged countries.

56. An Operational Plan for the development of the membership will be prepared.

The General Assembly, Regional Forums, Council and the Bureau

Analysis

57. The General Assembly, the Council it elects, and the Director General appointed by the Council are the principal agents of governance in IUCN.

58. The continuing expansion in membership is making the General Assembly large, unwieldy and expensive. It has considerable value as a "World Conservation Congress", but is less effective as a governance mechanism, especially because the Union needs to discuss the evolution of its policies more often than once every three years.

59. At present, the General Assembly undertakes three main kinds of business:

(a) Formal and Statutory:

- (i) election of the President, Treasurer, Commission Chairs and Council;
- (ii) approval of reports and future Programme and budget;

(iii) amendment of Statutes.

(b) **Definition of Policy:** adoption of Resolutions and Recommendations, which define the policy of the Union as a whole on key issues.

(c) General discussion and exchange of ideas:

- (i) debate on various issues within the broad mission and mandate of the organization;
- (ii) contact and informal exchange between delegates, Commission members and others.

60. For most members, activities (b) and (c) provide the chief attraction. But it is difficult to accommodate all the concerns of a worldwide membership in a congested ten-day agenda. At the same time, it is evident that participation in a large global gathering every three years is insufficient to satisfy the wish of the membership for close involvement in the governance of IUCN.

61. Between Sessions of the General Assembly, the Council is responsible for annual approval of the audited accounts, Programme and budget, and is also empowered to develop the policies of the Union and take such decisions as would normally require the attention of the General Assembly but cannot wait until the next Session. This is essential, since they require attention more often than once every three years.

Strategic Issue

62. How can all the members of an enlarged Union be made to feel that they are directly and effectively involved in its governance? What new governance arrangements would allow for effective discharge of the business of the Union while preserving its democratic tradition and making participation more meaningful? How should the regionalization of the Union be reflected in the governance system?

Strategic Objectives

63. These are:

- (a) to ensure that members participate meaningfully in guiding the policies and development of the Union;
- (b) to ensure that the shift of programmatic and Secretarial functions to regional level is matched by an appropriate governance system;
- (c) to maintain democratic values and processes, and the coherence of a single Union;

- (d) to maintain the General Assembly as an effective central forum for the Union;
- (e) to retain effective voluntary networks as an essential feature of the Union.

Conclusion

64. The General Assembly will be re-named " The World Conservation Congress" and maintained as a forum for discussion of global conservation issues, and as the main opportunity for sharing of information and experience and the harmonization of views among the members of the Union;

65. The Congress programme will include a separate section dealing with governance issues, restricted to members and with a limited size of delegations.

66. Regional Forums of members will be held, as a rule at least once between each Session of the Congress, in each region or sub-region, to involve members more closely in the preparation of the programmes and strategies of the Union, in networking and sharing of experiences, and in arranging for joint action and implementation of activities.

67. The Council will continue to be the principal organ of central governance between Sessions of the Congress and should meet at least twice a year. The Bureau will be retained in case of urgent need.

68. The accountability of the Council to the membership will be enhanced through better reporting procedures.

69. The Council will strengthen the central machinery of the Union for the consideration of scientific and programmatic matters by establishing, an appropriate Committee of Council to serve as the Union's scientific and technical advisory body. In addition to Commission Chairs and other Councillors as full members, the Director General and representatives of ICSU, UNEP, UNESCO and WWF will be non-voting members of this Committee, which will have the power to invite additional experts to participate in appropriate components of its work.

The Commissions

Analysis

70. The Commissions are voluntary networks which undertake important parts of the IUCN Programme and harness, to the benefit of the Union, inputs from several thousand experts in various aspects of conservation and sustainable development. These networks are a major,

distinctive, and valuable feature of IUCN.

71. Virtually all the main components of the IUCN Programme involve cooperation between such networks and the Secretariat. Not all the networks, however, are part of Commissions or have the same status as Commissions within the structure and governance of the Union. Commissions are distinguished primarily by their statutory basis and service of their Chairs on Council.

72. The Commissions are unique in being given recognition in the Statutes (Article VIII), and in being established by the General Assembly on the proposal of the Council. Their Chairs are elected by the General Assembly, to which they report. The 18th Session of the General Assembly reaffirmed their importance as:

- (a) the principal mechanism through which individuals drawn from the membership and other organizations can participate actively in the work of the Union;
- (b) the source of conceptual analysis, synthesis of knowledge, evaluation of priorities, proposals for action and methodology which are of particular use to the membership.

73. The General Assembly has also endorsed certain basic conditions which need to be met if Commissions are to be effective. Among these are:

- (a) a clear and focussed mission within which the members work harmoniously and with continuity;
- (b) a defined constituency of users, and Commission products that meet genuine needs among IUCN members and partners;
- (c) leadership by Chairs and Steering Committees, and support by the Secretariat, but not such strong central control that creativity is suppressed;
- (d) good communications within and between Commissions.

74. The 18th Session of the General Assembly requested that the IUCN Commissions be reviewed. That Review endorsed the value of the Commissions to the Union, as well as their importance as expressions of voluntarism in advancing the Mission of IUCN, as mechanisms which link members and staff to extensive scientific and professional communities, and as cost-effective means of undertaking activities in a diverse range of subjects in many areas of the world. The

Review concluded that the Union should retain, and strengthen, the Commission system. These conclusions were endorsed by the 19th Session of the General Assembly in Resolution 19.4, and are accepted as a basis for strategic planning.

Strategic Issues

75. These are:

- (a) how can Commissions be enhanced as mechanisms which provide the advantages cited above, in the service of the members and in advancing the Mission of the Union?;
- (b) how can the partnership between the Commissions and the Secretariat of the Union be streamlined, so integrating them further in the process of policy development, programme formulation, and programme execution?;
- (c) where should the Commissions fit within the system of governance of the Union?

Strategic Objectives

76. These are:

- (a) to integrate the Commissions more fully within the overall processes by which the Union develops future strategic plans and pursues its Mission (for example, building stronger links between them and National Committees, and the membership at national level);
- (b) to ensure that they are developed and supported to function in a manner which enables the Union to more fully realize their potential;
- (c) to reflect their value to the Union in its governance arrangements.

Conclusions

77. In order to enhance the work of the IUCN Commissions, as a vital component of the Union:

- (a) the Council, in consultation with the membership, Commissions and Director General, will develop a clear mandate for each Commission which derives from the mission of the Union, and conforms with the objectives determined by the World Conservation Congress;
- (b) Council, in consultation with the Director General, will establish procedures for achieving more

integration of Commission strategic planning and other activities into the IUCN Programme, more active support by Commissions of members' activities in their regions and sub-regions, and more involvement of Commissions in the Policy Development Programme to be managed from IUCN Headquarters;

- (c) the Director General will ensure that the Secretariat actively provides support to the work of the Commissions, that at a minimum two full-time Secretariat members are assigned to work with each Commission, and in addition that consideration is given to the possibility of providing additional support to Commission Chairs, and where appropriate, Deputy and Vice-Chairs;
- (d) Commission Chairs will continue to be elected by the membership at the governance session of each General Assembly on the basis of nominations from the Council, and shall remain full members of the Council;
- (e) the continuing process of strategic planning will keep the number, roles, and mandates of the Commissions under review;
- (f) reviews of the Commissions will be undertaken periodically, and should identify the minimum resources needed for efficient operation.

The Roles of the President, Vice-Presidents, Regional Councillors and Director General

Analysis

78. The Statutes define the role of the President solely in relation to the leadership of the General Assembly and Council. The Vice-Presidents serve simply as occasional deputies for the President. In contrast, the authority and responsibilities of the Director General are spelled out in detail (Article IX). The Director General has full responsibility for finances, accounting, staff appointment and management, and the implementation of the policy defined by the General Assembly and Council. Both the President and Director General play a part in the representation of the Union, but this is a matter of precedent rather than Statute.

Strategic Issue

79. What should be the main responsibilities of the President of the Union, the Vice-Presidents, and the Regional Councillors, and how should these relate to those of the Director General?

Strategic Objective

80. The objective is to ensure that the President, Vice-Presidents, Regional Councillors and Director General have clearly defined roles, and together lead the Union in the effective achievement of its Mission.

Conclusions

81. The President, the Vice-Presidents, and the Councillors shall have as their first duty the implementation of the Mission of IUCN.

82. Their terms of reference shall be:

(a) The President

- (i) to chair the General Assembly, the Council and the Bureau;
- (ii) to convene meetings of the Council, when deemed necessary or when requested by at least one-third of the members of the Council;
- (iii) to convene meetings of the Bureau;
- (iv) to represent the Union at high levels, both globally and nationally;
- (v) to undertake any other task assigned to the President by the General Assembly or, on behalf of the General Assembly, by the Council.

(b) Vice-Presidents

- (i) to assist the President in the discharge of his/her functions, especially in the region that the Vice-President represents;
- (ii) when requested by the President, or in the absence of a nomination, when elected to do so, to chair sessions of the General Assembly, Council or Bureau.

(c) Elected Councillors from the Regions

- (i) to serve on the Council, and if elected, on the Bureau, in a personal capacity;
- (ii) to advise on applications for membership from the regions they represent;
- (iii) to chair Regional Forums and other gatherings of members from their regions as appropriate;

- (iv) to chair Regional Advisory Councils as appropriate;
- (v) to consult the membership on issues to be discussed in the Council, and convey their opinions;
- (vi) to represent their region on the Council;
- (vii) to advance the interests and mission of the Union in their regions;
- (viii) to undertake such other tasks as may from time to time be entrusted to the Councillor by the Council.

(d) Director General

No change is proposed in the duties of the Director General, as defined in Article IX of the Statutes.

83. The Director General shall, within available resources and within the budget and policies approved by the General Assembly and Council, support the work of Councillors, especially from developing countries, so as to make their work on behalf of the members more effective. The budget to be allocated in each case shall be agreed annually with the Director General.

84. The Operational Plan will include further analysis of the role of Councillors from the Regions, their relationships with Regional Forums, National Committees and the collective and individual membership, their accountability, and the procedures for their election (also to be addressed by the group appointed by the Council to review the Statutes).

Revenue Generation

Analysis

85. IUCN's budget has grown rapidly over the past decade, from SFR 9 million in 1983 to SFR55 million in 1993. Governments and government agencies (especially bilateral official development assistance agencies) are the main sources, accounting for 68 per cent of income in 1991. However, some 50 per cent of the total revenue comes from only five supporters. Membership dues, which are the only category of income under the direct control of the General Assembly, account for only some 10 per cent of income. Although the operational reserves of the Union have increased, they still cover less than 5 per cent of annual turnover. This makes the Union vulnerable should recession or changing political priorities cause major supporters to withdraw.

86. The membership dues for States are fixed by a scale based on one used in UNESCO, but for NGOs by a complex formula related to annual turnover (which in turn means recalculation each year). This is cumbersome, and may involve arbitrary assumptions. Another issue arises because the vast majority of IUCN's members pay little towards the costs of the organization. Those in the lowest dues category do not even cover the costs of the routine services they receive. Many governmental and NGO members in developing countries are, however, finding it increasingly difficult to pay even these modest dues, especially in Swiss francs.

87. Despite a welcome recent trend among funding agencies towards general programme support rather than funding linked to individual projects, there is still insufficient flexibility in the overall system. This makes it difficult for management to respond quickly to new needs.

Strategic Issues

88. IUCN must address five strategic issues:

- (a) how to ensure that the income base is broadened, and provided in a more flexible way, especially by further stimulating the trend from project to programme support;
- (b) how to ensure that the allocation of this income matches the priorities established by dialogue with members and other constituents;
- (c) how to augment the financial reserves, as a "cushion" against unexpected shortfalls in income;
- (d) how to ensure that developing country members and prospective members are not lost as a result of their inability to pay dues;

- (e) how to ensure that the cost-effectiveness of the Union, and economy in the use of its funds, receives continuing attention.

Strategic Objectives

89. There are two financial objectives:

- (a) to broaden and strengthen the financial base of the Union so as to ensure that the number of major funding sources is increased, and that operational and other reserves cover at least 10% of annual turnover;
- (b) to have the principal programmes entirely funded by unrestricted or general programme grants.

Conclusions

90. The Director General shall prepare, and after approval by the Council shall implement a Revenue Generation Plan, as part of the Operational Plan to give effect to this Strategy.

Continuation of the Strategic Planning Process

91. The Strategic Planning process will be continued during the triennium 1994-1996, under the leadership of the Director General, guided by the Council. The next stage of the process must be planned so as to permit useful inputs from the membership, and must treat outputs, responsibilities, time scales and financial implications explicitly.

92. The Director General will report to the 20th session of the General Assembly on the measures taken to implement and develop the Strategic Plan, and will provide an up-dated version to guide the Union's continuing development in the triennium 1997-1999.

Operational Guidelines for Giving Effect to the IUCN Strategy

93. The next stage in the strategic planning process will be the preparation, approval by Council, and implementation of a series of specific actions. Guidelines for these actions follow.

Advancing the Mission

94. If the Union is to be mission led, all its components should be guided by the agreed Mission Statement. The Statement will provide a frame of reference for the work of the Council, Secretariat and Commissions. While the individual members of the Union have their own missions, they should also accept that of the Union as a whole, and advance it as far as possible.

95. The components of IUCN should respond as follows:

- (a) **the World Conservation Congress:** having adopted the Mission Statement, should, at its future Sessions, consciously judge proposals for new policies, programmes, Commission mandates, Resolutions and Recommendations against it, and ensure that these will effectively advance the mission;
- (b) **the Council:** should similarly use the Mission Statement as a guide to the development of policies, programmes and actions;
- (c) **the Commissions and other networks:** should pursue the mission by harnessing expert volunteers to analyse conservation problems it highlights and develop and communicate solutions;
- (d) **the Director General and Secretariat:** should use the Mission Statement as a guide when developing policy and programme proposals for consideration by the World Conservation Congress and Council; when implementing the Union's policies and Programme, with and through the Commissions and other voluntary networks, IUCN members and partners; when working to extend and support the IUCN membership; and when stating and advocating the Union's position on conservation issues;
- (e) **IUCN members:** should take note of the Mission Statement when developing their own policies and programmes, work in harmony with the Union of

which they are part, and contribute towards the overall mission of IUCN.

96. At its 19th Session, the General Assembly requested the Council to establish a Committee to undertake a full review and appropriate revision of the IUCN Statutes, and the Regulations and Rules of Procedure of the General Assembly. That Committee will bring forward proposals for the incorporation of the Mission Statement adopted by the 19th Session of the General Assembly in the Statutes of the Union.

Developing the Constituency

97. IUCN, as a Union, must advance its mission by making its internal constituents work as an integrated team, and forging effective working relationships with its external constituents. At present the constituents vary widely in the closeness of their relationship to the Union, and their contribution to its Mission. Action will now be taken, primarily by the Director General and Secretariat, but under the guidance of the Council, and in consultation with the membership to:

- (a) ascertain why the current membership belongs to IUCN, and what benefits they seek, and how the value of membership to them may be enhanced;
- (b) ensure that members are established as effective constituents, and are integrated in the development and implementation of the Union's policies and programmes;
- (c) enhance the capacity of individual members, and especially NGOs, to contribute to conservation at national, regional and global levels;
- (d) establish effective linkages, communications and support systems so that the various constituents are enabled to work together in a harmonious and mutually supportive manner;
- (e) strengthen support for the membership, especially in developing countries, so that they derive discernable benefits from belonging to IUCN, over and above being part of a global alliance. In particular, the Programme of the Union must meet their needs and priorities and they need, as far as practicable, to be helped to obtain technical and financial support for their work;

- (f) build or promote effective links with sectors of the constituency that need to be involved in special ways (for example youth and education organizations), noting that regional and national networks involving IUCN members, and especially National Committees, can be the most effective approach in many circumstances;
- (g) strengthen and support the Commissions and other voluntary networks as key constituents of the Union;
- (h) strengthen links with those UN and other international bodies that are already constituents of the IUCN system (notably UNEP, UNDP, UNESCO, ICSU);
- (i) cooperate with and advise on the implementation of international conservation Conventions (Ramsar, CITES, World Heritage and Bonn).

98. Potential constituents need to be evaluated. IUCN needs to be a coherent organization, with a membership and partnership that is linked by common commitment and identity. Action will be taken to:

- (a) evaluate the potential of sectors and bodies not currently within the membership to contribute to the Mission of the Union (see paragraphs 110-113 below on Developing the Membership);
- (b) develop appropriate links with those parts of the corporate sector that have shown their commitment to sustainable living;
- (c) develop ties with the various components of the United Nations system that are not currently constituents of the IUCN system, notably the Commission on Sustainable Development, FAO, the World Bank, the Global Environment Facility and GATT, and develop links with the Secretariats of new international Conventions, especially the Convention on Biological Diversity;
- (d) develop mutually beneficial links with other international organizations with missions comparable to that of IUCN;
- (e) build regional constituencies, through Regional Forums involving IUCN members, Commission members, and regionally-based representatives of partner organizations, and with funding agencies (including regional development banks), thereby supporting the decentralization of IUCN's activities.

99. The actions set out above will be carried out as part of the normal administrative processes of the Union. Constituency building will be aided by the development and promulgation by IUCN of position papers on the main environmental issues under discussion at global or regional level. The advocacy of the Union, in promoting action on such issues in partnership with, and in support of, members and other constituents, can contribute substantially to the cohesion, visibility and leadership of the Union and the achievement of its Mission.

Constructing and Implementing the Programme

100. The Programme of IUCN is the principal vehicle for the achievement of its mission, and the provision of services to its members and constituents. The preparation of the Programme, for approval by the World Conservation Congress and Council, is the responsibility of the Director General. The Programme needs to be:

- (a) developed in consultation with members, Commission members and partners, and guided by the Mission Statement and the objectives and priorities of the Union;
- (b) assembled as an integrated whole, with proper thematic and geographical balance, for approval by the World Conservation Congress, Council and funding agencies;
- (c) implemented through the Secretariat, Commissions, members and partners in a manner that uses the capacities of each to best effect in advancing the Mission, supporting the membership, and promoting worldwide conservation.

101. Development of the Programme will be led by the Director General, guided by the Mission, the overall policies of the Union, and the Council. It will involve consultation with members at regional and national level; with Commission Steering Committees and other voluntary networks; and with potential funding agencies. The operational process will involve:

- (a) Regional inputs from members and partner organizations: the Regional and Country Offices of the IUCN Secretariat, and the Regional Affairs Division at Headquarters, will be responsible for this process, in which Regional Forums of members, Regional Advisory Councils, regional Commission

members, National Committees and regional and national representatives of funding agencies will all be involved;

- (b) Inputs from the Commissions and other networks, and from the Heads of Secretariat thematic programmes: the members of the Secretariat assigned to facilitate the work of the Commissions will be responsible for obtaining input from them;
- (c) Guidance on the structure and overall approach from the Council, and especially the Science and Programme Committee.

102. Assembly of the Programme will be the responsibility of the Director General, supported by the Secretariat. The Programme will be an integrated whole, including work to be done by the Commissions and the Secretariat at Headquarters and in the regions, and activities IUCN undertakes through its members and partners. The implementing agency for each element of the Programme will be indicated. Once completed, the Programme will be submitted by the Director General to the Council through the Science and Programme Committee. In compiling the Programme, the Director General will have particular regard to:

- (a) Thematic content: in order to achieve its mission and serve its members, IUCN must maintain an appropriate spectrum of expertise in its Commissions and other voluntary networks, and its Secretariat. Much of the reputation of the Union in the past rested on its application of ecological science to the conservation of species and ecosystems, and this is even more essential today as global concern to safeguard biological diversity mounts, and ecosystems and natural resources come under increasing threat. But expertise in key social science disciplines, and in environmental law, planning and education, are also essential since prescriptions for practical action depend on understanding how human societies interact with and use their environment. Consideration should be given in this context to consumer patterns. The Union is an important source of advice on environmental strategies, laws, policies and practices. The Programme must provide practical methodology that IUCN members and partners can use to advance conservation and (where appropriate) the sustainable use of natural resources. It is accordingly essential to retain, in the Secretariat, Commissions, other voluntary networks, and through links with member and partner organizations, access to a wide range of natural and social science disciplines, and to focus on their

practical application.

- (b) Geographical balance: the field activities in IUCN's Programme have, in recent decades, largely been carried out in developing countries. If, however, the Programme is to be faithful to the Mission of IUCN, attention will also need to be given to analysing, recommending and influencing policies and practices in the industrialized countries, which collectively have such significant (and negative) impacts on the conservation of nature and the sustainability of resource use. The balance of activities in each region will depend on the needs of members and partners, identified through consultation as the Programme is developed.

103. Implementation: the Director General (and, within their mandates, Commission Chairs), will be responsible for overseeing the implementation of the Programme after its approval by the Council, and agreement with funding agencies. While Headquarters units will lead in some areas, much of the responsibility for managing this implementation will rest with IUCN Regional and Country Offices, or with partner institutions in areas where such offices are not appropriate. Wherever possible, IUCN member organizations will be enlisted as the agents of project implementation, thereby leading to institution-building.

104. The output from the Programme will be communicated through reports, publications and other products. The Commissions and Secretariat units accountable for a particular programme component will also be responsible for ensuring that its results are properly reported and communicated.

105. The Director General, and Secretariat members so authorized, will continue to make statements, and issue position papers, that explain established IUCN policy. The members themselves should be encouraged to speak on IUCN's behalf, advocating the policies adopted by the World Conservation Congress. Such actions are an essential part of the Union's contribution to the development of global, regional and national action for conservation and sustainable development. However, they must, as noted above, properly reflect the mission and policies of IUCN, the conclusions of the technical and regional programmes, and the expertise of the Commissions and Secretariat. The Director General will be responsible for the preparation of draft position statements, and will ensure:

- (a) that there is a mandate and requirement for each;
- (b) that the Commissions and other appropriate constituents of the Union, including partner organizations, are involved in the process of

formulation;

now established as IUCN operational policy, and needs to

- (c) that the position statements are sensitive to the cultures and beliefs represented in the diverse membership of the Union;
- (d) that major policy statements, especially on topics new for IUCN, are endorsed by the Council before they are promulgated;
- (e) that members, especially those who are active as advocates on particular issues, are consulted on the content of policy statements, and involved in their promulgation;
- (f) that statements are communicated to all members for their reference and use as appropriate.

106. World Conservation Congress Resolutions and Recommendations identify a range of issues of concern to IUCN members, and define the approach which the collective membership wishes the Council, Director General and Secretariat, and the members themselves to take. Other general policy statements (such as the *World Conservation Strategy* and *Caring for the Earth*) provide further guidance. While even position statements with this kind of authority do not reflect the views of all members, most statements made in the name of the Union will be on such issues. On some occasions, however, IUCN may be asked to express an opinion on a new issue by a member or partner institution, and in responding the Director General will be guided by the background of World Conservation Congress decisions, and by consultation with the Council and especially the Commission Chairs. On occasion the Council itself may decide that an issue warrants an IUCN position statement, and will then give guidance on its tone and content.

107. Development of the actions listed above will be a continuing process. The Triennial Programme 1994-1996, adopted by the 19th Session of the General Assembly is the starting point for the next stage in the process of programme development. The development of the advocacy role must also be progressive, and focus on topics of high priority and on global issues where IUCN has a clear locus and expertise. The Director General should facilitate this process by preparing a compilation of all World Conservation Congress policy statements that might be the basis for advocacy.

Continuing Regionalization and Decentralization

108. The regionalization and decentralization process is

be carried forward. But it must be pursued in a considered, progressive, manner. Regional and Country Offices must only be established where there is a clear need for them, the members in the regions or countries concerned want them, and they can be adequately financed. The decentralization process will have five operational components:

- (a) Involvement of members: Regional Forums and Advisory Councils and National Committees should be supported, and links with members enhanced. Effort will be made to identify the particular skills of member organizations that can be used in advancing IUCN's Mission. As noted above, the Programme will be formulated, and substantially implemented on a regional or national basis and with the direct involvement of members;
- (b) Development of new linkages: in some countries or regions, the Mission of the Union may be further advanced by establishing links with bodies which, while not seeking membership of IUCN, would benefit from being connected to Regional Forums and National Committees and to country or regional programmes, being provided with an opportunity to participate in meetings with IUCN members, and receiving information about the work of the Union;
- (c) Decentralization of the Secretariat: a coherent network of Regional and/or Country Offices of the Secretariat will be maintained. However, in several regions the consolidation of existing offices must take priority over further expansion, while in some countries support to National Committees may prove a cost-effective alternative to establishment of a Secretariat office. Regional and Country Offices will undertake the tasks in Box 2, and will in particular seek to support the conservation activities of members.
- (d) Maintenance of coordination at the centre: the Regional Affairs Division at Headquarters will be maintained as a central "switchboard" and coordinating unit, linking Regional and Country Offices together and to other parts of the Secretariat and the Commissions. The responsibilities of the Headquarters units of the Secretariat are also set out in Box 2.
- (e) Building regional links with partners: many partner organizations also have a decentralized structure and operational system. IUCN Regional and Country Offices and members will need to build links, and work with, such bodies at regional and national level. In some regions it is likely to be most effective for

IUCN to base its efforts in such partner institutions rather than establish its own separate presence.

109. **Regionalization** must be a progressive process. The aim is to empower the regional membership and organization without causing a break-up of the worldwide Union. As the capability of the membership grows, the work of the Secretariat will inevitably evolve from direct programme and project execution to networking, communications, and facilitation. These changes will be made in the normal course of development of the work of the Secretariat, by the Director General.

Developing the Membership

110. It is clear that while IUCN should welcome additional members in the governmental, non-governmental and affiliate categories, such expansion should not be pursued uncritically. The cohesion of the Union depends upon there being substantial common ground and common vision among the membership. All, for example, should wholeheartedly support the Mission of the Union, and be in harmony with the main policies set out in the *World Conservation Strategy*, the *World Charter for Nature* and *Caring for the Earth*.

111. IUCN will revise its criteria for eligibility for membership, and procedures for admitting members. Organizations seeking membership should meet all the following criteria:

- (a) they must be engaged in activities which support the Mission of IUCN;
- (b) their dominant activities must be compatible with the conservation of nature and natural resources, and where concerned with the consumptive use of wildlife, must emphasize the need for this to be carried out in an ecologically sustainable way;
- (c) their activities and outputs must complement those of IUCN;
- (d) IUCN's activities and outputs must be valuable to them, and complement their own in achieving their mission.

112. The character of IUCN as a partnership will be made clear to applicants (who, at the same time, will be made aware that the Union is not a funding agency). The "constituency" of applicants (i.e. persons or entities with whom they work or seek to influence) will be considered.

Applicants will continue to be asked to confirm their acceptance of the established philosophy and policy of IUCN as reflected in the *World Conservation Strategy*, *Caring for the Earth*, and other major policy statements. The give-get constituent test will be explicitly applied in assessing eligibility.

113. The above actions will be taken progressively, within normal processes of administration. The group established by Council to review the Statutes will however need to review, and propose changes to, Article II, para 9, and the associated Regulations clarifying the tests for (and basis of objections to) applications for membership.

Strengthening Governance

114. The World Conservation Congress will be open to representatives of all IUCN members, members of the Commissions, partner organizations and invited guests. The Congress will be a professional forum, primarily designed for the exchange of knowledge and preparation of proposals for action on technical matters within IUCN's mandate.

115. The section of the Congress dealing with governance issues will be open only to representatives of members of IUCN in good standing, as attested by a Credentials Committee. The revised Statutes and Rules of Procedure of the Congress will specify the maximum number of delegates a member may bring to this session. The business session should last no more than three days, and will:

- (a) elect the President and Treasurer of IUCN, the Regional Councillors and the Chairs of Commissions;
- (b) adopt the Triennial Programme and budget of the Union;
- (c) establish the membership dues;
- (d) adopt statements of the Union's policy on major conservation issues, especially those proposed by Regional Forums;
- (e) adopt Resolutions and Recommendations on major issues of concern to the membership as a whole;
- (f) debate and adopt amendments to the Statutes proposed by the Council;
- (g) consider motions for the suspension or removal of members.

116. Regional Forums of members will be structured in a fashion that reflects the circumstances of each region or sub-region. The group appointed by Council to consider the revision of the Statutes will pay particular attention to the regional units used in IUCN, and will seek to redefine these on a basis of geopolitical, cultural and conservation realities: this, in turn, will enhance the effectiveness of Regional Forums. Such Forums will be chaired by the Regional Councillor or Councillors concerned as appropriate. Each Regional/Sub-Regional Forum will:

- (a) debate and advise on the development of the Union's Mission and the preparation of its Programme and strategies for that region;
- (b) discuss the optimum mechanism for linking members in the region in appropriate networks;
- (c) exchange experiences and discuss priorities for action;
- (d) consider joint action, to implement members' priorities and advance the Mission of the Union;
- (e) agree on policies to be pursued through the World Conservation Congress, Council, the Science and Programme Committee of Council and the Commissions;
- (f) give guidance to Regional Councillors, regional Commission networks, and the Regional or Country Offices of the Secretariat on key issues;
- (g) consider nominations for Regional Councillors and other elected officers of the Union.

117. The essential purpose of the Forums would be to complement the World Conservation Congress and provide members in a region with an enhanced opportunity to participate in the governance of IUCN. They could, however, hold open sessions with observers, such as members of national or regional networks or representatives of organizations which, although not full members of IUCN, have been associated with its work in a particular country or region, and members of Commissions in the region.

118. The Group to be established by Council to consider the revision of Statutes and the Rules of Procedure of the World Conservation Congress should consider, inter alia, how the number of resolutions and recommendations put to the Congress may be limited, and their content related to the legitimate Mission of the Union, without jeopardising the right of members to

propose motions on issues to which they attach importance. Issues for consideration should include:

- (a) whether motions on conservation that are of regional or national application should be considered by Regional Forums or sponsored by more than one member.
- (b) how national and regional motions can be pre-processed, for example through National Committees, to check factual accuracy ;
- (c) what, if any, rules should be established regarding the admissibility of motions that address matters of international and national political concern;
- (d) how far IUCN should accept motions that are not primarily concerned with the conservation of the integrity and diversity of nature or with ensuring that any use of natural resources is equitable and ecologically sustainable.

119. The establishment of National Committees, as foci for the membership in particular countries and forums for discussion of policies and programme priorities will also be encouraged, subject to their conformity with the guidelines established by the Council and in particular to:

- (a) their explicit adherence to the IUCN Mission and policies;
- (b) their openness to all IUCN members in the country concerned;
- (c) the involvement of relevant Councillors and Commission members;
- (d) the establishment of close communications with Regional and Country offices of the Secretariat, and invitation to an appropriate Secretariat member, as representative of the Director General, to attend all meetings.

120. The Council will be responsible, between Sessions of the World Conservation Congress, for:

- (a) guiding the Union in the pursuit of its Mission and continuing development of its strategies and policies;
- (b) overseeing the execution of the Union's business, in accordance with policies laid down by the Congress;

- (c) approving the annual programme and budget of the Union, on the advice of the Director General and the Science and Programme Committee;
- (d) developing a clear mandate for each Commission, derived from the Mission of the Union and conforming with the objectives determined by the World Conservation Congress;
- (e) establishing procedures for integrating Commission strategic planning and other activities into the IUCN Programme, achieving more active support by Commissions of members' activities in their regions and sub-regions, and involving Commissions more closely in the policy development programme managed from IUCN Headquarters;
- (f) ensuring that all the Commissions are subject to independent review at the end of each triennium, and that each Commission has an in-depth review of its role, structure and mandate every six years, the results being communicated to the governance session of the World Conservation Congress;
- (g) deciding on issues on which IUCN policy statements are to be prepared, and adopting those statements;
- (h) admitting new members;
- (i) appointing the Director General and reviewing her/his performance annually;
- (j) considering the need for changes in Statutes, and adopting changes in Regulations;
- (k) preparing for Sessions of the World Conservation Congress, including making nominations to the governance session of candidates for office as President, Treasurer and Chair of Commissions.

121. The Council will meet at least twice yearly. In order to strengthen its accountability to the membership:

- (a) all members will be informed, through the *Bulletin* or *INTERACT* or other appropriate means of the dates chosen for Council meetings and the principal agenda items to be covered;
- (b) summary reports of Council meetings will be published in one of the above publications;
- (c) any member may, through a Regional Councillor, submit a request for an item to be considered by Council, and may support its proposal by a paper.

The minutes dealing with the consideration of that item shall be supplied to the member in question.

122. The Council will appoint a Bureau in accordance with Statutes, and the Committee charged with considering the revision of the Statutes will propose a new mandate and terms of reference for the Bureau.

123. The Science and Programme Committee will meet at least annually and will advise the Council and Director General on:

- (a) the priorities to be addressed in the IUCN Programme (taking the recommendations from Regional Forums and received through National Committees, Regional and Country Offices fully into account);
- (b) the apportionment of activities between the Commissions, other voluntary networks, the Secretariat and member organizations supported by the Union;
- (c) scientific and technical issues which IUCN should address through special workshops, task forces or conferences;
- (d) the development of the work of the Commissions and other voluntary networks (including the need to create new bodies, abolish existing ones, or modify mandates and styles of working);
- (e) the content and approach of the annual programme and budget of the Union, proposed by the Director General;
- (f) the peer review of sections of the Programme (including Commission and other network activities), and reports arising from such review;
- (g) scientific and technical issues on which IUCN should make a policy statement, and the content of such statements;
- (h) links and partnerships between IUCN and other professional organizations.

Supporting the Commissions

124. The elements of the integrated Programme to be undertaken through the Commissions (and other networks) will be formulated through the consultative process outlined above. Commission Steering

Committees, Specialist Groups and members will play the leading part in preparing proposals, as a development of work already undertaken and in response to requests from the membership.

125. The Chairs of the Commissions will be elected by the Session of the World Conservation Congress dealing with governance issues, which will also assign mandates for each Commission. Council will continue to appoint the Deputy Chairs of each Commission, and to approve Vice Chairs and members of Steering Committees. Chairs and Steering Committees will establish machinery for the appointment of Chairs of Specialist and Working Groups and the appointment (or re-confirmation of the appointment) of individual Commission members.

126. The Commissions will be involved in the process undertaken at Headquarters of assembling the various proposals into an overall IUCN Programme. This will indicate which activities are to be undertaken by Commissions or other networks, which by the Secretariat, and how they will be interrelated. Special attention will be given in this process to achieving more joint undertakings among Commissions and to achieving an inter-disciplinary approach in the IUCN Programme.

127. The Commissions will also be involved as appropriate in the preparation of IUCN policy and position statements.

128. The Commission Chairs will discuss annually with the Director General their needs in terms of financial, administrative and communications support, and the provisions to be made in the budget. The resulting proposals will be laid before Council for endorsement. Council has a responsibility to ensure that Commissions are provided with the minimum resources needed for them to function effectively.

129. The Director General will ensure that the Secretariat actively supports the work of the Commissions, and that as a minimum two full-time Secretariat members are assigned to work with each Commission. The work plans of these staff members will be agreed between the Director General and the Chair of the Commission concerned. The Director General will also consider the possibility of providing additional support to Commission Chairs, and where appropriate, Deputy and Vice-Chairs. Regional (and Country) Offices of the Secretariat will extend the support provided from Headquarters in their geographical areas.

130. Greater effort will be made to increase the regional diversity of Commission membership and to reflect the

reality of regions in planning and undertaking Commission activities. The Commissions will themselves lead in this process. There will be consultation with the membership, especially through National Committees where these are established, about individuals from the regions who should be considered as members of Commissions. A regional sub-structure will be adopted by Commissions, as far as appropriate and practicable, and members of Commissions in a region will be invited to attend Regional Forums and meetings as observers.

131. Commission Chairs, in consultation with the Membership and Nominations Committee of Council, will address the task of identifying candidates for succession to their posts. The principal qualifications will continue to be professional excellence, personal commitment, and a clear capacity to carry out the onerous tasks involved. The period of office for Commission Chairs will coincide with that between two Sessions of the World Conservation Congress and no Chair will serve for more than two such terms.

132. The Council will consider how the reviews of the Commissions, mandated by World Conservation Congress Resolutions, can be undertaken in the most cost-effective way. Performance indicators will be developed, with emphasis on the effectiveness of the Commissions in advancing the Mission of IUCN.

Improving the Finance Base

133. The following actions will be considered in preparing a Revenue Generation Plan:

- (a) the Secretariat will prepare profiles of current and prospective supporters among a wider range of governments than those currently supporting the Union, and will mount a systematic campaign to broaden the income base by increasing support from those that appear most promising;
- (b) the Secretariat will also prepare and disseminate a profile of the work and contribution of the Union;
- (c) existing and prospective supporters will be encouraged to give preference to the provision of unrestricted or programme support;
- (d) the prospects of securing support from categories not currently represented in IUCN (such as the corporate sector) will be explored, but only where IUCN's independence and integrity would not be endangered by such association;

- (e) attention will also be devoted to increasing income from the sale of publications and other products and the use of the Headquarters conference facility;
- (f) the Union's Programme and activities will be developed so as to strike the most cost-effective balance between permanent staff, consultants and non-staff networks;
- (g) bequests and capital donations will be sought, to expand the World Conservation Trust and fund particular activities (e.g. the development of the archive as a scholarly resource);
- (h) Council members will be urged to contribute their expertise and contacts to fund-raising for the Union, and member organizations will be asked to consider joint fund-raising ventures with IUCN;
- (i) Consideration will be given to the appointment of distinguished individuals as "ambassadors" for IUCN (this could be one way of re-defining the Patronage), making contacts and opening doors at the highest level.

134. Action will also be taken to deal with the problem of membership dues. The overall goal will be to ensure that IUCN charges what the membership can bear, and that government agencies and national NGOs, especially in developing countries, are not excluded. As particular means of easing current difficulties:

- (a) where IUCN has programme or project activities in a country, and would need to purchase local currency, members in that country will be

permitted to pay dues in local currency, the Swiss francs released being transferred to unrestricted funds;

- (b) members will also be encouraged to provide facilities, including office accommodation, and to fund national or regional meetings and other appropriate activities as a contribution in kind, provided that all such activities have the prior approval of the Director General. Such contributions in kind may be accepted in lieu of membership dues for members in the most economically disadvantaged countries;
- (c) bilateral and multilateral aid agencies will be encouraged to support the dues of NGO members in developing countries as a part of assistance for institution-building.

135. The issue of dues will be addressed within the wider strategy for developing the membership of the Union. The more membership provides tangible benefits, the more members will make an effort to remain in IUCN. The analysis of why organizations join (and leave) the Union should contribute insights also to the dues question.

Conclusion: The Operational Plan

136. The Operational Plan, to be prepared by the Director General under the guidance of the Council, will give effect to all the preceding Conclusions and Guidelines.

Box 2: The respective roles of Headquarters and Regional Offices

<p align="center">Secretariat at Headquarters will focus on:</p>	<p align="center">Secretariat in Regional and Country Offices will focus on:</p>
<ul style="list-style-type: none"> (a) the direction, under the Director General, of the worldwide operations and governance of the Union, ensuring that the decentralized units of the Secretariat operate in an integrated way, and implement the policies defined by the World Conservation Congress and Council; (b) central policy development, in scientific, technical and managerial fields, drawing especially upon the expertise of the Commissions and other voluntary networks; (c) supporting the Commissions and other voluntary networks in their work at global level, and as vital professional resources for the Union; (d) servicing and supporting the World Conservation Congress, Council, and its Committees; (e) convening workshops on matters of global concern; (f) maintaining central scientific and technical expertise, and deploying this in support of Regional Offices, Commissions, and IUCN members and partner organizations; (g) preparing the overall Programme of the Union; (h) strengthening regional capacities (within Regional Offices and members) for project execution; (i) preparing the overall budget of the Union, allocating finance, and undertaking management and finance audits of all IUCN offices; (j) overall public relations and communication on behalf of the Union at the global level; (k) participating on behalf of the Union (or arranging representation of it) in global fora; (l) communicating regularly with the worldwide membership. 	<ul style="list-style-type: none"> (a) developing proposals for programme activities, in consultation with members, and communicating these proposals to Headquarters; (b) supervising the execution of regional programmes, in partnership with members, and assisting members in the fulfilment of their own missions; (c) convening Regional Forums, meetings of Regional Chapters and workshops, and assisting Regional Councillors; (d) assisting regional activities of Commissions and other voluntary networks; (e) maintaining communications with IUCN members, consulting them on issues raised by IUCN Headquarters, and ensuring that those of their concerns and requests that cannot be handled regionally are passed on to other parts of IUCN; (f) seeking funds to support these and other activities; (g) evaluating and conveying results and experiences to IUCN Headquarters, as a contribution to the global activities of the Union; (h) advising States, government agencies and NGOs interested in becoming members of IUCN on the benefits and obligations, and assisting Headquarters in processing applications for membership in the Union; (i) in general animating the network of members and partners, and the Commission structures, within a region, in support of the objectives and Mission of IUCN.